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UNIVERSITY OF ALBERTA

THE INFLUENCE OF SOCIO-ECONOMIC FACTORS ON SKILLS UPGRADING POLICY DEVELOPMENT IN ALBERTA

BY

PROSPER GODONOO

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS

FOR THE DEGREE OF MASTER OF EDUCATION

IN

ADULT AND HIGHER EDUCATION

DEPARTMENT OF ADULT, CAREER AND TECHNOLOGY EDUCATION

EDMONTON, ALBERTA

FALL, 1991

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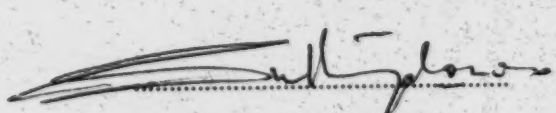

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled THE INFLUENCE OF SOCIO-ECONOMIC FACTORS ON SKILLS UPGRADING POLICY DEVELOPMENT IN ALBERTA submitted by Prosper Godonoo in partial fulfillment of the requirements for the degree of MASTER OF EDUCATION in ADULT EDUCATION.

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Date May 8, 1991

ABSTRACT

The purpose of this study was to analyze the nature of changes that have occurred in provincial government policy development as it relates to skills upgrading programmes and the factors which influenced policy development in the province of Alberta from 1985 to 1990.

Primary documents were used to provide answers to questions which guided the study. And in addition to the primary sources, face-to-face interviews were conducted with individuals and representatives of departments which were involved in adult basic education and skills upgrading policy development to ascertain the economic and political rationale for policy changes as it affects the province of Alberta.

The study was organized in two parts. The first part presented a description of policy development by examining different models of policy making. This discussion provided a multi-dimentional view of policy development. The second part looked at policy development by indicating why events evolved the way they did, using a political economic framework.

The main findings and conclusions of this study were that :

1. Most policies were incremental in nature;
2. Policy makers were eclectic in deriving ideas;
3. Policy making models were selected on an ad-hoc basis; and
4. Little progress was made in pursuing more aggressive policies that could enable the workforce to retrain and also upgrade its skills.

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I wish to express my thanks and deep appreciation to Dr. Raj. Pannu, my advisor and chairman of my thesis committee, for his valuable help, advice and assistance throughout the conduct of this study. My sincere thanks are also extended to Dr. Abe Konrad and Dr. Grace Malicky for agreeing to serve on my committee and also for the immense help rendered by them.

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CHAPTER ONE

Introduction and Methodology

Evidence suggests that "changes are occurring in the occupational structures and the labour markets in Canada; and these changes will have important educational implications for educators and policy makers as well " (Canadian Social Trends, 1986). For instance,"computers, robots, advanced communication systems, and other technologies are creating new jobs, while other jobs are being eliminated as robots and machines take over the work performed by human labour"(Levin, 1987, p.333). More importantly, a wide array of existing occupations throughout the economy of North America are being altered as workers begin to use computers, word processors, and sophisticated devices to perform their jobs.

In view of the above situation, it may be fair to suggest that the demand for workers who are skilled in the use of advanced technologies would grow. Minimally, such workers would need to possess adequate skills in such fundamentals as reading, writing, and computation. Herein lies the challenge and the dilemma; it is believed that the reading level of half the industrial workers in North America is at or below the grade eight reading level (Horton, 1986), and this is considered inadequate for retraining of these workers for the new jobs.

A recent Conference Board of Canada survey of the impact of illiteracy on productivity showed the negative impact of poorly trained workers on productivity. The survey states that "between thirty-one and

thirty-eight percent of the organizations that were surveyed, experienced difficulties in introducing new technologies, in training and in workers' acquiring new or advanced skills; and these difficulties were attributed to the lack of basic literacy and numeracy skills among the employees" (Des Lauriers, 1989).

Furthermore, other evidence shows that "business leaders often experience lower productivity in their organizations as a result of illiteracy problems in their workforce. According to forty-seven percent of business leaders surveyed recently, they all claimed that illiteracy leads to increased training costs and to quality control problems for their organizations"(Labour Market and Productivity Review, 1990, p28). Given these perceptions of the state of reading level of employees, employers may need to share the responsibility for upgrading the workplace literacy level with the schools in North America.

The rapid and increasing rate of change that the workplace and the labour market are experiencing currently, due to the economic restructuring which has been generated partly by new technologies, requires a radical shift in approach to human resources development. This is because . . .

> with new technologies, all countries' economic growth, employment and wages will be influenced in the following ways: by rapidly diffusing throughout the world, technologies will change the conditions of industrial development, agricultural development, and the structure of the demand for skills and possibly the relation between expanding production and employment (Carnoy, 1989, p.144).

Given this scenario, pressures are likely to grow on educational and training institutions to start paying more attention to supplying the skilled and technical workforce that the labour market requires.

In the province of Alberta, there is an interest in adult education; and although some research has been undertaken in the field of adult education, none has focussed on the formulation of policies regarding skills upgrading programmes in the province. However, the positive relationship between education and economic and technological development is well documented, even though it is not completely understood. In the case of Alberta, what provincial history suggests is that favourable economic circumstances, combined with a vigorous policy of developing educational services, can produce impressive results.

Research Problem

The main purpose of this study was to analyze the nature of changes that have occurred in provincial government policy development as it relates to skills upgrading programmes and the factors which influenced policy development in the Province of Alberta from 1985 to 1990.

The five-year period was chosen because it seems to represent a "trying" era for the Province of Alberta in economic terms. That is, Alberta experienced an economic recession. During this period, "world oil prices fell by over fifty percent; besides, natural gas and grain prices dropped sharply. This steep decline in world prices caused the

value of Alberta's economic output to fall by almost ten percent, especially in 1986"(Government Budget document, 1988). Moreover, in the period 1985 to 1990 the Government of Alberta made systematic attempts to devise wide ranging policy changes relative to its new industrial strategy (Government White Paper, 1984).

Significance of the Study

The significance of this retrospective study of provincial government policy making as it pertains to skills upgrading programmes is that it will help administrators, scholars, and other Albertans to understand what the provincial government has done (and has been doing) regarding the education of its adults and also what the consequences of these policies have been.

Besides, in a prospective sense, the study examined current thinking about alternative courses of action that could be taken by provincial actors or players in formulating skills upgrading policies. Furthermore, the study may make a modest contribution to our understanding of the process of formulating public policies in Alberta as attempts are made to respond to global economic restructuring and technological change.

Assumptions

For this study, it was assumed that:

1. A review of primary source documents and semi-structured interviews will provide sufficient evidence to enable the researcher to determine the process that was followed in the formulation and delivery of skills upgrading programmes; and
2. The documents will provide an accurate and adequate account of the socio-economic situation or picture of Alberta.

Delimitation

This study focused on the factors which influence training/retraining policies as to the design and implementation of skills upgrading programmes in Alberta from 1985 to 1990. The study however, did not examine or delve into Alberta's involvement in the formulation of adult educational policies or strategies on regional, national, and international levels. Rather, the study focused primarily on Alberta Vocational College (Edmonton), and other governmental departments that deal with training of the labour force.

Definition of Terms

In this study, adult education was viewed as a means of providing a "vast range of skills, abilities, intellectual patterns, social

and political values" (Torres, 1987, p.1) to the growing adult population in the Province of Alberta.

Public policy was taken to be "what the provincial government has done, and continues to do and not simply what the government says it is going to do" (Hughes, 1984, p. 2) regarding the basic education of adults in the province of Alberta.

Economic development was referred to an investment of capital that results in new jobs and increased tax revenues; these new jobs may be created through expansion of present industry, new companies moving into an area, or entrepreneurship. It could also refer to an investment of capital to install new technology so that a company can be competitive, increase productivity, and stay in business.

Retraining referred to training for a new occupation that is not part of the career ladder of the prior job. This often results in a horizontal job move rather than a vertical one.

Skills Upgrading referred to building on present job skills to achieve a higher level of skills needed to keep up with new technology or to qualify for an advanced position in one's present place of employment or in a different job setting. (Warmbrod, and Faddis, 1983).

Methodology

This section outlines the plan used during the study. First, a description of the policy development process is presented by outlining what happened during the various stages; and secondly, policy development is described, indicating why events evolved the way they did, using a political economic framework. Taken together, these two parts of description and explanation constitute the analysis or examination of skills upgrading policy development.

Furthermore, this study adapted the Sharkansky and Van Meter's (1975) model of policy analysis in examining skills upgrading policy development in Alberta. This model appears to simplify the different components of policy development and also identifies the significant aspects of the process. In addition, the model seems to be a synthesis of various theoretical approaches to policy development.

Data Sources

The data for this study were drawn mainly from primary documents. The primary documents provided the basic materials from which answers to the questions which guided the study were sought. The primary documents included the following:

1. Official documents of the Government of Alberta,
2. Documents from the Department.of Advanced Education,
3. Documents form Alberta Vocational College (AVC),
4. Documents from the policy secretariat of the Department of Advanced Education,
5. Reports of study groups, organizations, etc. on Adult Basic Education (ABE) and skills programmes, and
6. Press releases of the Government of Alberta

In addition to the above primary sources, face-to face interviews were conducted with individuals and representatives of departments which were involved in adult basic education and skills upgrading policy development to develop an insight into the economic and political rationale for policy changes as they affect the province of Alberta.

Identification and selection of interview respondents

Persons interviewed for this study were identified on the basis of their involvement with adult basic education and skills upgrading policy formulation in the Province of Alberta. Respondents were chosen on the basis of their position with the government as senior policy analysts with the Department of Economic Development and Planning, senior administrators within the Department of Career Employment, Deputy Minister of Advanced Education, Vice President of A.V.C. (Edmonton), programme co-ordinators of

skills upgrading courses at A.V.C. Edmonton, and senior administrators within the policy secretariat of the Department of Advanced Education.

A list of possible respondents was compiled using primary documents from various departments and organizations which deal with adult education policies and programme delivery (Table 1).

Table 1.

List of Respondents

Department(s)	Number of respondents
Dept. of Economic Development and Planning	2
Dept. of Career Development and Employment	2
Deputy Minister of Advanced Education	1
Alberta Vocational College	4
Dept of Advanced Education - Policy Secretariat	2
Dept of Trade and Tourism	2
Canada Employment and Immigration Commission	2
Inter-ProvincialSecretariat Alberta Legislature	1
Total	16

This list was given to individual professors who were asked to comment and make suggestions as to the suitability and qualification of respondents for the study.

Based on the recommendations from the individual professors, a final list of respondents was made. Thereafter, the researcher made appropriate arrangements as to the agreed time, place, and date for conducting the interviews. The ethics committee, having received a set of questions to be used, procedure to be followed, list of persons to be interviewed, and the research proposal(see appendix) approved the project.

Organization of the study

This study is organized into five chapters. Chapter one discusses the research problem, data sources, assumptions, delimitation, definitions, significance of the study, and methodology. Chapter two deals with the review of literature as it relates to the study, while chapter three discusses some of the changes occurring in the global economy. Chapter four examines policy changes in the Province of Alberta, and finally, chapter five deals with the findings and some recommendations.

CHAPTER TWO

Literature Review

Models of Policy Making

For the purposes of this review, policy making was viewed from the perspective of different models. The discussion and examination of models is aimed at providing a multi-dimensional view of looking at policy development .

Public policy development is said to be a very "complex and dynamic process, in which the various components will invariably make different contributions to the task at hand" (Dror, 1968). The policy sciences literature includes a considerable number of concepts and models which are intended to help researchers understand the process of developing public policies. As Dye (1981, p.19) observed,

> the purpose of conceptual models is to simplify and classify our thinking about government and politics; identify important political forces in society; communicate relevant knowledge about political life; direct inquiry into politics, and to suggest explanations for events and outcomes that have taken place .

With Dye's observation, it can be argued that there is a connection between the process of policy development and policy analysis, as both processes utilize common elements such as political forces within the enviroment, governmental machinery, economic considerations, and the political considerations of the time (period).

It is therefore not surprising that Dunn (1981, p. 35) suggested that "policy analysis is an applied science discipline which uses multiple methods of inquiry and arguments to produce and transform

policy-relevant information that may be utilized in political settings to resolve policy problems." Thus, we can conclude from the above assertions that policy making remains a subtle "art-form" for which there can be no fixed rules. Given the flexibility of policies, one is tempted to agree with the suggestion that "policy analysis is synonymous with creativity, which may be stimulated by theory and also sharpened by practice" (Wildavsky, 1979, p.3). In order to understand public policy making it is helpful to examine a number of models. In this study of the development of skills upgrading policies, the following models will be reviewed: the dependency model, the systems model, the elite model, the rational model, and the institutional model. The purpose of this review is neither to derive an analytical framework from the models for this study, nor is it to merely identify the limitations of each model and thus argue for an alternative model that would address their respective weaknesses. Rather, it is aimed at examining how Sharkansky and Van Meter (1975) synthesized elements from all the models to be reviewed in arriving at their model.

The Dependency Model

This model seeks to understand the politics and economics of one country through an understanding of international politics and economics. Some features of the theory are as follows:

1. It takes into account the economic bases of political power. According to this theory,

based on the insights of Karl Marx, those who are most visible in policy making may not be the most influential. Rather, power flows from one's position in the structure of the economy, that is, from one's relationship to the means of production and the accumulation of capital.

2. The most critical elements of the economic system are found outside Alberta. In other words, the Alberta economic decision makers are tied to the external elites in a number of complex ways and this fact would suggest that one must pay systematic attention to external constraints when autonomous courses of action are taken by Alberta policy makers. (Hughes, p. 18).

Guided by Marxist political economy and development, this study of policy making took into account the network of constraints embedded in Alberta national and international context, the structure of social classes and the role of the state in Alberta in order to determine how skills upgrading policies were influenced.

The systems Model

The systems model views policy as the response of a political system to forces which exert pressure on it from the environment. Environmental forces which affect the political system according to this model, are considered as inputs. The environment, however, is

taken to be the set of conditions or circumstances which is external to the boundaries of the political system.

The political system is that group of inter-related structures and processes which functions authoritatively to allocate values for the society. This allocation of values by the system, constitutes public policy (Dye, 1981, p. 41).

In sum, public policy from the systems perspective, is viewed as the output which is the result of a process of transforming demands, supports, and other inputs into guidelines for future discretionary action.

The Elite Model

The elite model is based on the assumption that public policy is the result of the preferences and values of the governing elite. Within a liberal political system, therefore, the model focuses on the irony of democracy; which suggests that the masses are generally apathetic and ill-informed and so they leave policy decisions to their elected representatives.

In essence, from this model's point of view, policy flows downwards from the governing elite to the masses, rather than arising from the values and demands of the masses. The key elements of this model are summarized as follows:

1. Society is divided into the few who have power and the many who do not. Only a small number of persons allocate values for society;
2. The few who govern are not typical of the masses who are governed. Elites are drawn disproportionately from the upper socio-economic strata of society;
3. Elites share consensus with respect to the basic values of the social system and the preservation of the system;
4. Public policy does not reflect demands of masses but rather the prevailing values of the elites. Changes in public policy are assumed to be incremental rather than revolutionary; and
5. Active elites are subject to relatively little direct influence from apathetic masses. Elites influence masses more than masses influence elites (Dye, 1981, p.29).

The Rational Model

Under the rational model, policy is seen as efficient goal attainment. A rational policy is taken to be "one that is correctly or accurately designed to maximize net value achievement " (Dye; 1981,

p.31) The term "net value achievement" suggests that all relevant values of the society are known, and that any sacrifice in one or more values that is required by the policy is more than compensated for by the attainment of other values.

With this model, the concept of rationality could be interchanged with the concept of efficiency. And efficiency involves (or will involve) the calculation of all political, social, and economic values that are (or will be) sacrificed or achieved by the public policy.

In a nutshell, the rational model entails that policy makers: know all of the society's value preferences and their relative weights;

know all the policy alternatives available; know all the consequences of each policy; calculate the ratio of achieved to sacrificed societal values for each policy alternative; and select the most efficient policy alternative (Dye,1981, p.32)

The Institutional Model

With the institutional model, policy is treated as an institutional output. This perspective of policy as an institutional output suggests that policy does not actually become public policy until it is adopted, implemented, and enforced by a governmental institution. And in view of this notion, policy making therefore

becomes a government prerogative and the eventual product becomes the policy document(Allison, 1983).

In short, the institutional model suggests that there is a complex relationship between governmental institutions and the forces that exist in the environment, that is, civil society which shapes public policy formation. Having discussed the above models, we shall turn next to the examination of the purposes of policy analysis.

Policy Analysis

The aim of policy analysis essentially is to enhance the decision making process involved in the creative selection of policy alternatives. Dunn (1981, p.35) insisted that "in policy analysis, the word analysis is used in the most general sense; however, it implies the use of intuition and judgement and encompasses not only the examination of policy by decomposition into its components but also the design and synthesis of new alternatives."

Fischer (1980, p. 189) treated policy making as a political process and contends that the policy analysis process could be enhanced by attending to the following eight categories of politically relevant data.

Political Actors :

1. Political actors may be individuals, pressure groups, elected leaders, administrators of government agencies, political parties opinion leaders,business leaders, and so on.

Motives and goals of Actors :

2. Each political actor will posses a number of motives, needs, interests, desires, goals, and objectives, and these shape his/her order of preferences and actions. Even though political actors at times conceal their motives and goals, they serve as a general guide to behavior.

Beliefs and values of Actors:

3. The political actor's beliefs, attitudes, and value systems establish his/her orientation to the empirical world. This frame of reference is a generalized statement of goals, specifying what is desirable and what means to use in achieving them. It may involve a disjointed set of beliefs and values, or it may be a well organized political ideology. The intensity with which a political actor holds a belief or value system will at times be a crucial factor.

Political resources (power and influence):

4. The most significant political actors will possess resources that translate into power and influence in the building of political coalitions and support. Such resources may be material or physical possessions, money, symbolic, statuses, social positions, skills, and so on.

Political decision, rules and time:

5. Political decisions will often be guided by specific decision rules, legislative requirements, and existing laws, which will tend to channel many of the interactions between political actors.

Political decision sites:

6. Political decisions will occur at specific decision sites involving different rules, leverages, disadvantages, and the like, that will often have an important bearing on the outcomes. Also, the time period or range over which the decisions extend may have an important influence on the political perceptions of the relevant actors.

Public opinion and political climate:

7. The general political temper of the times will influence the outcome to a considerable degree. For example, the more intensely dissatisfied large groups and strong actors become with the present situation, the more support may be available for innovative alternatives.

Relevant political culture:

8. Different decisions will call different political values into question: equality before the law, civil liberties, representative control of institutions, equal opportunity, peaceful orientation toward other nations, fraternity, patriotism, etc.

This relevant political information can assist the policy analyst or researcher to define the general political environment in which the policy deliberation is set, as well as the specific aspect of the environment that has become an issue. Utilizing such a framework,

the analyst will begin the investigation since it will be grounded in specific political orientations located in society itself. Since the cognitive orientations of particular political groups seem to influence most policies, this factor would permit the analyst to identify not only the problems to be solved but also the potentialities and limitations to which he/she must appeal in proposing solutions to the task at hand (Fischer,1980, p.189).

Thus, one can safely say that policy development is a multi-faceted process that can be better understood by breaking it down into dynamically interrelated units. And so in order to understand the development of skills upgrading policies in Alberta, there is the need to discuss the abstract principles that are present in the above models, as these principles serve as pointers /reminders of what considerations are made in the process of developing a policy.

Description of the Skills Upgrading Policy Development Process

The descriptive part of the study provides a comprehensive account of events and factors that are related to the policy development process. In light of this situation, a simple chronological narration was deemed inappropriate because of the complexity and multifaceted nature of policy development. As an alternative to the narration, the Sharkansky and Van Meter (1975) model for policy analysis was adapted for the purpose of description because this theoretical framework was helpful in the following ways:

a. To order and simplify different components of the policy development process;
b. To identify the significant aspects of the process; and
c. To help direct the inquiry.

The Sharkansky and Van Meter Model is outlined in Figure 2.1.

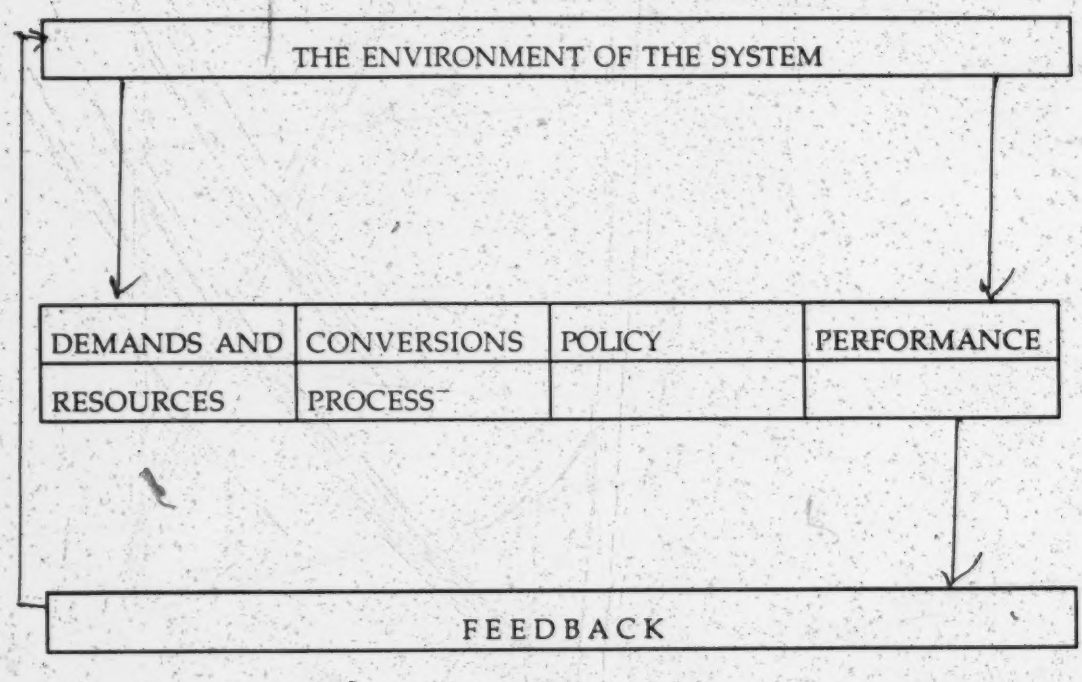


Figure 2.1 The Sharkansky - Van Meter Model for Policy Analysis

The components of the model stated briefly are as follows:

a. The environment represents a climate that stimulates government officials and also receives the products of their work;

b. Demands and resources deal with the stimuli from the environment to policy makers;

c. A conversions process refers to the formal structures and procedures of government, which transform (or convert) demands and resources into public policies;

d. The policies are "action plans" that represent the formal goals, intentions, or statements of government officials;

e. Performance represents the activities that constitute policies as they are actually delivered to clients; and

f. Feedback refers to "messages" or information concerning performances delivered to the environment.

Explanation of Skills Upgrading Policy Development

In the course of providing an explanation of skills upgrading policy development, an attempt will be made to use a political economic framework to achieve this task or purpose. Debates about education are frequently framed in terms of political-economic goals, whether it is about increasing productivity or eliminating poverty or keeping up with the Americans (Gaskell; 1987). These debates have led educators, policy makers, and social scientists to investigate the ways in which educational institutions and policies are linked to the workplace and labour markets.

Within the framework of political economy, education is treated as a distinct institutional complex with its own diverse and distinct social practices and purposes. And this complex institution (which is

education) is shaped and influenced by the power relations that exist between different economic, political and social groups (Pannu,1988).

Since evidence suggests that "educational practices and policies are designed by the state so as to influence the labour force in many respects" (Wotherspoon,1987, p.256), it is appropriate that this study renders an explanation of skills upgrading policy development using a political economic analysis. In view of this, an attempt was made to explore the current economic changes that are occuring in the world, especially in the European Economic Community and how these changes affect Canada and the training/retraining of workers in chapter three.

CHAPTER THREE

Changes in World Economy

Introduction

Over the past several years, the world economy has been undergoing some rapid and profound changes. These changes - - of which the energy situation probably is the most visible and the most sharply felt -- have affected virtually every aspect of international economic relations. The international monetary system, the pattern of world trade, markets in basic commodities, the flow of aid, to name just a few, all are quite different today from what they were at the beginning of the 1970s. These changes have affected national and regional economies across the globe and have led governments to reexamine and change their economic development strategies and associated public policies.

It is difficult to keep all that has taken place in proper perspective, and on occasion, it can be helpful to stand back and take a broad view of the international economic landscape. This chapter provides such a view through the use of charts and figures which serves as a backdrop to the analysis of skills upgrading policies in Alberta.

Relevant for us are these major changes. First, international economic and political relationships today are marked by a much greater degree of pluralism than ever before. The old view of a world dominated by the two super-powers is no longer applicable. Instead, events and policies are being shaped by a large number of protagonists, including the European Community, Japan, Organization of Petroleum Exporting Countries (OPEC) ,

multinational corporations, and international organizations. Power, itself, is no longer primarily military.

Secondly, due to this much larger cast of characters in the world economic order, the role of the United States of America (U.S.) in, and its influence on, international economic affairs has been diminished perceptibly, despite the fact that the post war international economic structure had been conceived by the United States of America and, as a result, the United States of America functioned as the core of its monetary trade and development systems. Today, General Agreement on Trade and Tariffs, (GATT), as the linch pin of this structure and a central mechanism for regulating and mediating international trade relations has been all but abandoned, and developing countries are clamouring for economic emancipation.

Thirdly, international economic problems have increased in scale and complexity and national economies have become more interdependent. This interdependence is a consequence of the growing impact of external events on national economies; but it also denotes a world in which a growing number of sovereign states can no longer provide fully for their fundamental needs without relying on materials, technology, and capital from other nations. But because human, material, and financial resources are necessarily limited, the manner in which any country attempts to meet these needs immediately impinges on the needs and policies of other countries. As pointed out by Kissinger (1975), "global interdependence is a reality. And for this reason, there is no alternative to international collaboration if growth is to be sustained."

For the U.S., for example, this interdependence or "openness" has meant that the "share of exports and imports in total economic activity is now only slightly below the same ratios for Japan and the European Community"(CLMP, 1989, p.2). In addition, about one third of the profits of U.S. corporations now derived from overseas activities come primarily from direct investments. If these profits are taken into account along with trade, it is believed that the U.S. economy now is more "open" than that of either Japan or Western Europe, at least in quantitative terms.

But the much praised state of international economic interdependence has turned out to be a source of serious difficulties and even crises rather than a blessing . Oil and food are only the most obvious examples of how external shocks can severely affect the economies of both developed and developing countries.

However, this growing interdependence has a differential impact on and consequences for individual societies and economies. No country can function exclusively on its own without being affected some-how by changes occurring in other places. It is appropriate, therefore, to take a look at how the European Economic Community's restructuring is unveiling and what its impacts will be on other countries, especially Canada. The European Economic Communuty was chosen because in the global market place, economic considerations seem to be more important than political ones; and the European Economic Community presently seems to possess a significant economic clout over most countries.

The European Economic Community

In a bold effort to revitalize Europe's sagging economy and restore its international competitiveness, the 12 member countries of the European Community recently embarked on an ambitious programme to create a fully integrated European market by 1992.

The single market programme was proposed in a major white paper tabled by the European commission in 1985 and this paper set out almost 300 measures to eliminate a wide variety of barriers to the free movement of goods, services, capital, and individuals within the community. Such barriers were identified as a "major impediment to Europe's ability to compete and are estimated to cost the community more than US$250 billion annually"(CLMP, 1989, p.1).

The community proposes to eliminate barriers of essentially three types: physical, technical, and fiscal. Physical barriers refer primarily to frontier controls that inhibit the free circulation of goods and individuals thereby imposing unnecessary cost and delay on European industry. Technical barriers refer to differences in national standards and regulations that restrict competition and prevent industry from producing for a larger market. Fiscal barriers refer to disparities in indirect taxation requirements between member states that invariably serve to distort trade.

The creation of a single European market will inevitably have a major impact on companies that trade abroad and has therefore raised considerable interest and concern on the part of the international business community. Many non-European companies fear that new

barriers to imports will limit their access to the community market after 1992 and result in the creation of a "Fortress Europe."

Some countries seem to be raising concerns about the commission's emphasis on the concept of "reciprocity." For this reason some European companies are worried that the main beneficiaries of a barrier-free Europe may prove to be non-European Community firms already capable of competing on a global scale. It may, therefore, not be a surprise to find that many non-European companies are already positioning themselves to take advantage of an integrated community market.

Canadian companies could derive significant benefits from integration of the community market in areas such as: reduced business costs resulting from their ability to take advantage of significant economies of scale in production and organization, expanded export opportunities, freer entry markets of other countries, improved access to the community's huge public procurement market, involvement in community research, and development programmes and new opportunities for investment.

For Canadian companies, it may be said that 1992 inevitably holds both opportunities and challenges. According to business analysts the

> . . .creation of a single European market may open up significant new export, investment and research development possibilities. On the other hand, Canadian firms can expect to face greater competition at home and abroad in the future - - both

> from more efficient and aggressive European companies as well as from other Canadian firms that benefit from European community market integration." (CLMP, 1989, p.2)

It is argued that

> few companies, therefore, have no cause for complacency; in that whether 1992 brings new opportunities or challenges to individual companies, it will depend to a considerable degree on the companies themselves. This is because those that hope to succeed in the community market will ultimately have to position themselves as global players"(CLMP,1989, p.2).

Thus, in the final analysis the real challenge of 1992 is one most Canadian companies should already be familiar with -- the need to be globally competitive.

While implementation of the 1992 programme is well under way, it could be said that many companies remain uncertain as to its implications for Canada and Canadian business. For this reason, the following section will attempt to explore such issues as: What are the primary objectives of the single programme? How will Canadian companies be affected? How can they begin to prepare for 1992 and ensure that they are well positioned to take advantage of a unified community market?

In the following section, a short overview of Canada's trade relations with the European community will be presented.

Canada - European Community Commercial Relations

When Canada and the European community signed a Framework Agreement for Commercial and Economic Co-operation in 1976, hopes were high that a new and more prosperous era in their bilateral trade relations was about to be ushered in. By forging a "contractual link" with the countries of Europe, Canada hoped to diversify its trading relationships beyond North America and lessen its economic dependency on the United States of America.

At the same time, it sought to add a community-wide dimension to its relations with individual European community countries. One could say that in-spite of the agreement's symbolic value, its impact has proved disappointing. While the European community is still Canada's second largest trading partner, (Figure 3.1), the amount of two-way trade between Canada and the community remains relatively small, at least when compared to Canadian trade with the U.S. In 1987, for example, trade with the European community accounted for less than 8% of total Canadian exports and 12% of total Canadian imports. Besides, exports to the European communinty have shown a steady decline from the 1970s to 1980s.

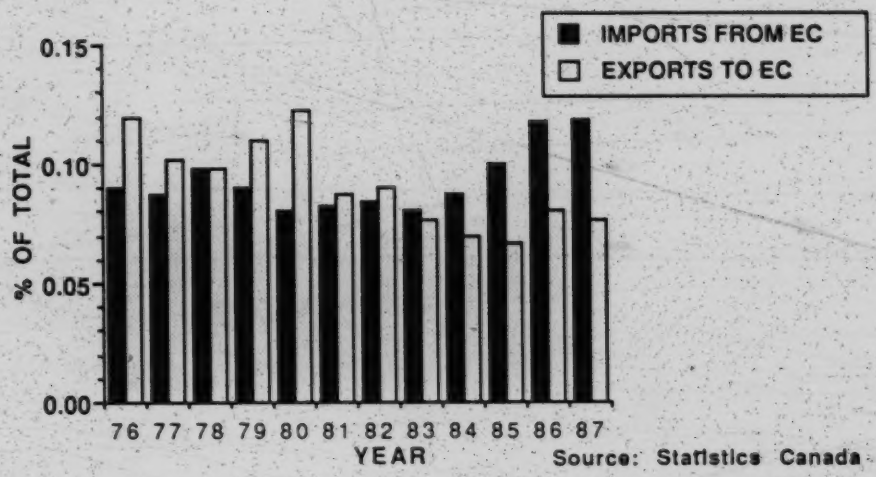
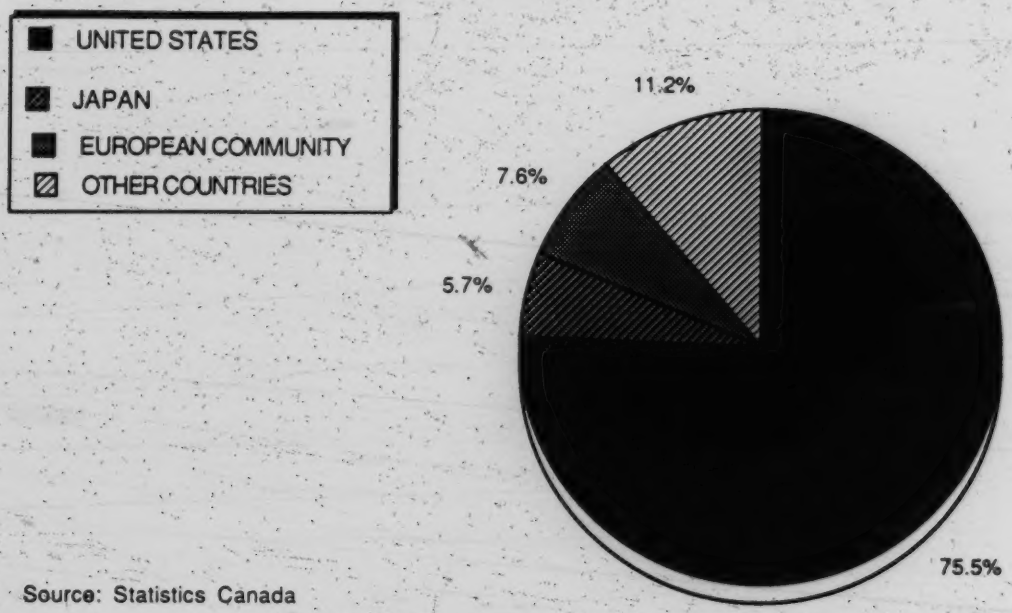


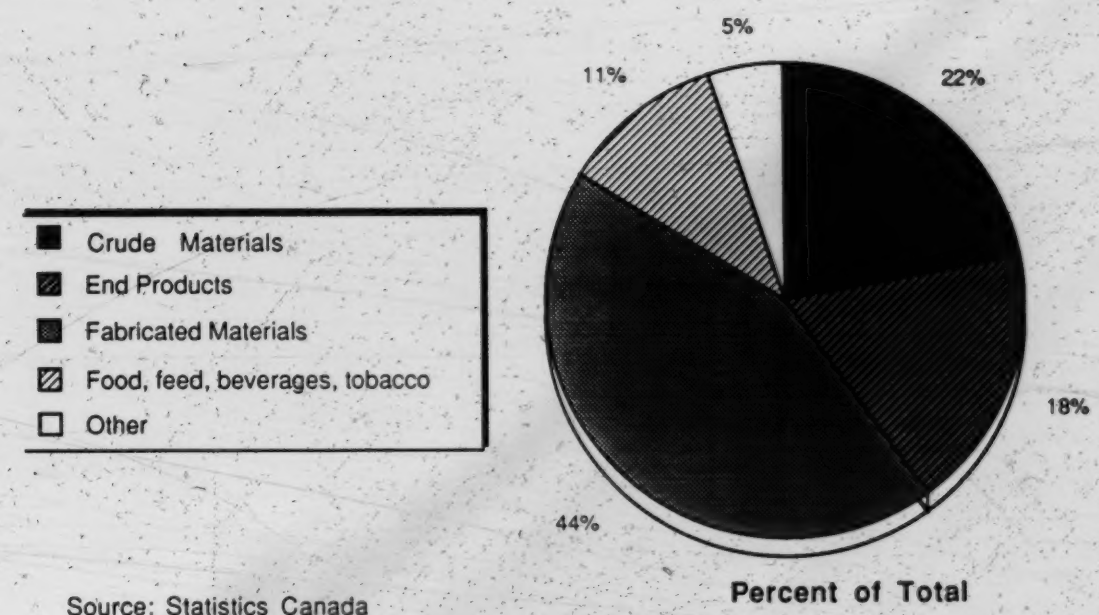
Figure 3.1 Canadian Trade with European Community as % of total 1976 -1987



Source: Statistics Canada

Figure 3.2 Canada's Principal Trading Partners 1987

Canadian trade with the U.S. however, accounted for more than 75% of total Canadian exports. The comparative figure for Japan (ie, Canada's third largest trading partner) is 5.7% and 7.6%, for other countries respectively (Statistics Canada, 1987). (Figure 3.2). For the most part, Canadian export trade with the European community is made up of fabricated and crude materials such as wood, pulp, lumber, iron ore, newsprint, wheat, as shown in Figure 3.3



Source: Statistics Canada

Figure 3.3 Composition of Canadian Exports to European Community 1987

In terms of investment, it is worth noting that the European community is Canada's second largest investment partner. European community investment in Canada in 1985 totalled over $14 billion, an increase of some 47% since 1980 (Figure 3.4).

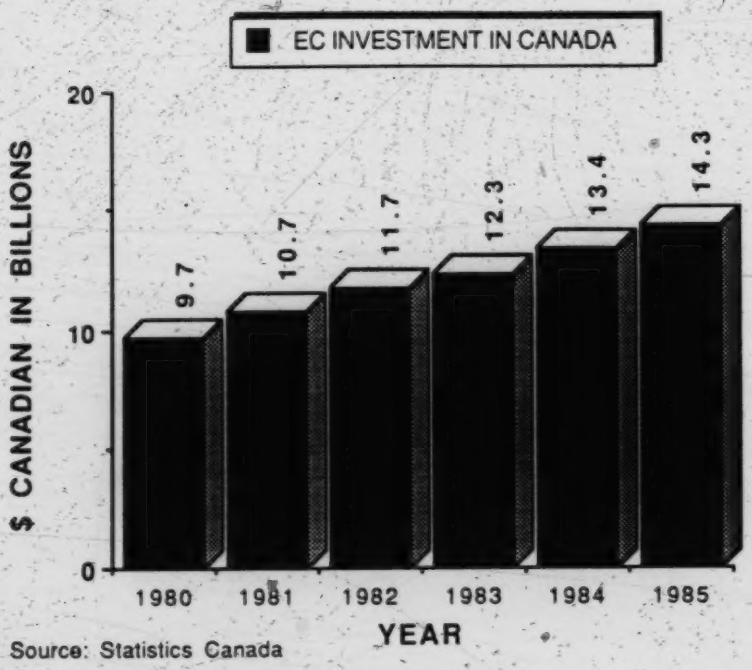


Figure 3.4 European Community Investment in Canada 1980-1985

During the same period, Canadian investment in the EC grew by almost 43% as can be gleaned from Figure 3.5.

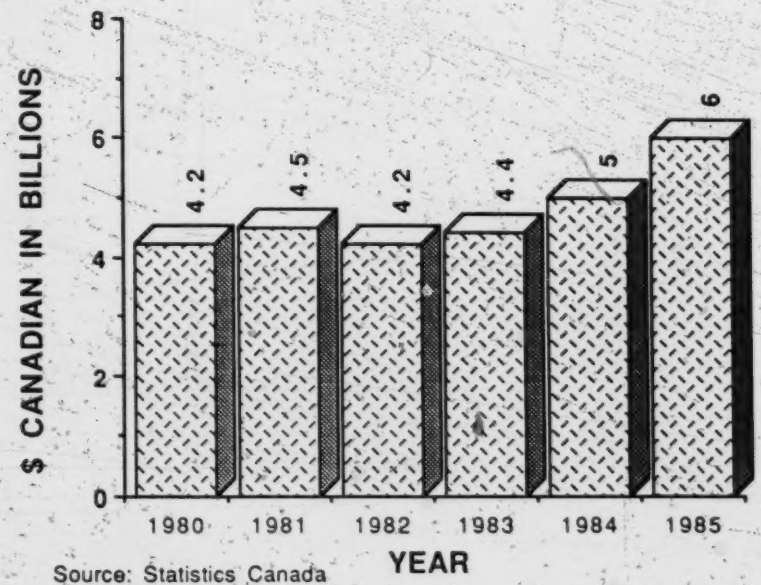


Figure 3.5 Canadian Investment in European Community 1980-1985

In 1985, Canada's investment amounted to roughly $6 billion. What then are the implications of an integrated EC market for Canada?

Implications for Training /Retraining of the Labour Force

The creation of a single European market will have a major impact on companies that trade with the European community or that maintain significant interests abroad. While Canadian companies, long frustrated by internal barriers to trade within their own country, can no doubt sympathize with the broad objective of the programme, many may view the approach of 1992 with a considerable degree of apprehension.

Some companies may fear that they may face greater competitive pressures from more efficient and aggressive EC firms both at home and abroad if the programme is successful. Many may also be concerned that 1992, in the long run, will favour the formation of large scale global corporations against which smaller companies may find it difficult to compete.

On the other hand, some companies seem to be concerned that the 1992 project may ultimately "fail and that the whole scheme could degenerate into little more than an industrial version of the community's much maligned common agricultural policy (CAP) - - a policy that relies on massive trade distortion to support the incomes of Europe's farmers" (The Economist, Sept.. 3, 1988, p.13). CAP, which currently accounts for a staggering two-thirds of the European community budget, has been criticized as complex and wasteful.

The most common fear, however, has been that 1992 will mean the establishment of new barriers to imports from outside countries and the creation of a "Fortress Europe." Some non-European companies are afraid that"existing quotas within individual EC countries may be transformed into global, community-wide quotas. Others have expressed concern that new EC standards and directives are being developed in ways that may harm imports from outside countries"(CLMP,1989, p.12).

One element of the 1992 programme that has raised considerable concern in the international business community is the commission's insistence on the notion of "reciprocity." A prominent magazine noted recently: "While its precise intent is ambiguous, the concept of reciprocity could mean that if any European Economic Community

company is denied the chance to do something in your home country - - for whatever regulatory quirk - - you can forget about doing it in Europe" (Kirkland Jr. , 1988, p.122).

In conclusion, one may say that the real challenge of 1992 in the final analysis is one most Canadian companies should already be familiar with - - the need to be globally competitive. Firms that hope to expand and prosper in the future must ultimately position themselves as global players. Canadian companies with an eye on Europe are particularly fortunate in that the recent Canada - U.S. Free Trade Agreement provides them a valuable opportunity to improve their competitiveness in advance of 1992. Companies that are able to compete effectively with a North American setting, it seems safe to predict, should have little to fear -- and much to gain -- from integration of the European community market.

For an organization/firm to make it in the current competitive marketplace, it seems imperative that management and organized labour should become partners in the business and not adversaries. This co-operation entails effective partnership skills, long term commitment, and on-going education of both parties. In the U.S. for example, " new co-operative partnerships are emerging between organized labour and management. And this is rooted primarily on economic considerations" (Dinnocenzo,1989, p.35)

Although the methods of achieving such partnerships are varied and the results diverse, it seems clear that not all efforts aimed at labour/management co-operation could achieve the desired success.

The missing link here could be effective partnership skills. In this regard, it can be argued that in order for management/labour to work together so as to develop a workforce and a work environment which is prepared to meet the challenges of the year 2000 and beyond, they should be equipped with effective partnership skills.

One fundamental ingredient of a successful partnership programme seems to be a commitment to the philosophy of co-operation by both labour and management. This commitment should be an on-going process, not a one-shot deal; and the critical ingredient for this process would be a strong foundation of on-going education and skill building. It can then be argued that for this joint education of labour and management to succeed, workers should play a part in defining a productivity-driven business. In this regard, firms should be committed to educating managers and employees on such issues as "industry trends, the business environment, competitive challenges, the changing roles of labour and management, visions of the future and the immediate impact of joint education" (Dinnocenzo,1989, p.37).

Conclusion

Given the fact that the economic restructuring process is the most important factor which is external to but also exerts considerable pressure on education, it is no wonder that some writers claim that work organization and worker skill levels are key factors in economic functioning and competitiveness. For instance, it is argued that "the possession of generic skills and general knowledge is the foundation

for any job-specific training and it is also the basis for worker flexibility as some workers might move from one workplace to another, either within the same firm or across firms" (Hans Schutze, 1988, p.12).

It is also argued that basic skills are important for functioning in the workplace in an innovative way. For this reason it is crucial that workers should no longer "check their brains" at the cloakroom, as was the case under "scientific management," but they should possess broader skills such as social, teamwork, and communicative skills, with literacy and numeracy as a foundation. It is not sufficient that workers have specific training, geared to working with a particular machine, but they should be encouraged to retrain constantly so as to possess flexible skills needed in our present changing times. Chapter four will explore policy changes that have occured in Alberta as they relate to skills upgrading programmes development.

CHAPTER FOUR

Policy Changes in Alberta

Introduction

In July, 1984, the Government of Alberta released a white paper entitled Proposal for an Industrial and Science Strategy for Albertans, 1985 to 1990. The main objective of the white paper was to establish a programme of governmental action which would be in the interest of Albertans, since the province was experiencing a depressed state of economic growth at the time.

Running through the white paper, there seems to be the view that the provincial government deems economic diversification as essential, specifically that dependence of the provincial economy on natural resources needs to be reduced.. According to the white paper (1984, p.23) "The issue facing Alberta and Canada is economic slow-down". Consequently, the paper went on to ask" do we assist or protect certain industries to ensure their survival, or do we rely on free trade principles and on natural competitive advantage"? Furthermore, the paper went on: "Alberta is well positioned to exploit the natural advantages which are ours to attract new high technology industries to our province. . . The question is, which of these many industries should we encourage and on what basis?" (p.45)

The debate seemed to revolve around the interventionists and free market proponents. Interventionists argue that leaving all allocation decisions to private decision makers may create an industrial structure excessively dependent on extracting natural

resources, a manufacturing sector excessively dependent on research and development performed elsewhere, and a corporate citizenry excessively dependent on direction from executives located in foreign countries (Walker, 1984,).

The opponents of an interventionist strategy may argue alternatively, that while the market system is far from perfect, it is likely to do a better job of allocating resources than a Government process (Walker; 1984) The Government of Alberta had as its intention the use of the white paper to stimulate public discussion. It is no surprise that the document was allowed to stand critical scrutiny, and governmental departments such as Agriculture, Tourism, Advanced Education, Economic planning ,and Career Development were asked to prepare policy statements in response to the white paper. However, only one department (Tourism) was quick to respond and made its policy statement public; others only had extensive discussions but failed to produce any public document in response to the white paper.

Given the fact that many departments could not respond adequately to the white paper at the time, and with the apparent economic changes occurring both at national and international levels, necessitated that provincial policy makers act accordingly. In view of this fact, it can be argued that policy experts or analysts tend to face complex questions, some of which are:

1. How far ahead can they look?
2. What factors must be considered? Could these factors be:
    a. Population growth?
    b. Labour force growth?
    c. Capital availability and investment?
    d. Energy prospect?
    e. International economic conditions?
    f. Social and educational influences on occupational decisions?
    g. Industrial strategies?

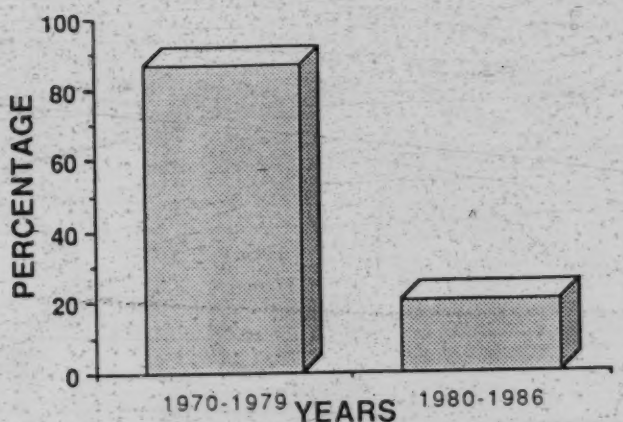
The above mentioned questions and the like seem to be addressed by policy experts in Alberta currently, after the seemingly lack of enthusiastic response by departments to the white paper (1984) earlier. Various Alberta government departments are collaborating in response to the challenges facing the province with respect to training and potential skill shortages. An overview is provided of how some of the government departments in Alberta have chosen to address these challenges. First, a background is given.

Economic Background

Alberta was unable to shield itself against the negative consequencies of the deep economic recession that engulfed Canada in the 1981 - 82 period. The Economic Council of Canada in its 1984 report, WESTERN TRANSITION, stated that the 1982 - 83 recession in Alberta was caused by a number of factors including the following:

1. Introduction of the National Energy Program and the Petroleum Gas Royalty Tax in 1982 brought about reduced profit margins and cash flow to the industry, resulting in a significant decline in energy investment;
2. High interest rates and high debt load served to curtail many investment projects; and
3. The cancellation of several heavy oil and tar sands projects due to the fall in world oil prices and the above factors caused a recession in the province.

Although the Canadian economy recovered strongly in 1983 and has since experienced continuous economic growth (Economic Adjustment Committee, 1988 p.4), Alberta had a more tentative economic recovery with strong growth occuring somewhat later in 1985 as energy investment increased and essentially no growth in 1986 as world oil prices collapsed(Figure 4.1).



Source: Alberta Bureau of Statistics, Alberta Economic Review, 1986, 1987

Figure 4.1 Average Annual Growth rate: Alberta GDP (1981 $)

The depth and extent of the recession, coupled with the slow recovery and energy price shock in 1986, created a number of significant changes in the Alberta economy. The unemployment rates for Alberta and Edmonton reached double digit levels in the 1980s as job creation was outpaced by labour force growth (Economic Adjustment Committee 1988, p.4) as shown in Figure 4.2 .

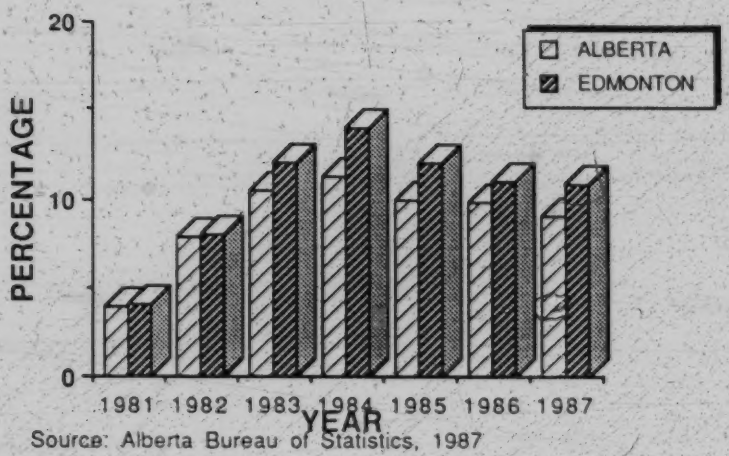


Figure 4.2 Unemployment rates, 1981-1987

Part-time jobs became the major source of employment growth. Construction employment fell by more than half, even as service sector employment continued to increase.

Decision makers and policy makers were faced with the task of finding solutions to the twin problems of slow economic growth and high sectorial unemployment especially in the construction industry. In an attempt to provide some answers to these problems, policy makers decided to embark on a project which aimed at the following:

1. Developing labour demand projections by occupation and industry with special emphasis on the construction industry;
2. Assessing the then current and projected labour supply by occupation and industry in general and the construction industry in particular; and

3. Developing a set of recommendations to correct apparent imbalances of labour supply and demand (Economic Adjustment Committee, 1988 p.1)

The Decision/Policy Making Process

The impact of oil on Alberta has been similar to its impact on other areas of the world. Alberta, unlike many other areas, was in a good position to obtain many economic benefits from oil. Alberta had already developed a market economy long before oil was discovered. And the majority of the workforce was engaged in commercial agriculture, producing for world markets; for this reason, the argument can be made that the population had acquired a market culture and was capable of responding to changes in economic incentives.

The provincial government officially recognized in 1984, that if Alberta was to diversify its economy, it had to interfere with the market mechanism when it issued a White paper called Proposals for an Industrial and Science Strategy for Albertan. It could be argued that the issue confronting Alberta was not whether it should adopt such a strategy but rather, the issue was what particular strategy it had to adopt. The white paper (1984, p.39) defined industrial strategy as " the sum of a government's efforts to stimulate business activity and to influence economic growth." Justifying this interference in the market, the paper noted: "It is argued that governments should resist involvement in the market place, since a misallocation of resources

results Nonetheless, governments everywhere are in fact involved in varying degree.".

It could be argued that the Progressive Conservative party in Alberta believed that the key to diversification lies in the private sector. For example, the Tories, led by the then Premier Lougheed believed that:

> The profitability of the energy sector would create a positive investment climate, not only in the energy industries themselves but in those industries linked to the energy industries. Profits from oil would be invested in these latter industries. Furthermore, prosperity would attract outside investment into a whole range of industries in Alberta (Shaffer, 1986, p.120).

The government of Alberta, however, admitted that this development did not occur. For instance, in the white paper (1984, p.30), the government stated that during the oil boom, " many entreprenuers in Alberta who could have further contributed to diversification committed most of their cash and efforts to expansion in the energy and real estate fields."

At this point, it could be noted that private investment would flow to those industries that offer the highest rate of return; and economic diversification could occur through governmental actions that would ensure safe investment of capital. Diversification, therefore, could be seen as a political as well as an economic matter.

In view of the task ahead for the government of Alberta, representatives from the province's economic committee and Canada Employment and Immigration held a number of meetings on labour market issues. At the end of these discussions, there was a joint decision to develop a set of employment projects for Edmonton that was consistent with the Canadian Occupational Projection System's (COPS) projections for Alberta (Canadian Occupational Projection System: An Overview ,1983).

An agreement was reached with Canada Employment and Immigration, the city of Edmonton, the Construction and General Workers Training Trust Fund of Edmonton and the Operating Engineers Training Trust Fund to act as joint sponsors for the project. Funding was provided by Canada Employment and Immigration as part of its Industrial Adjustment Service.

The Edmonton City Council on October 28, 1987 reviewed the project's terms of reference and enacted a bylaw which empowered the city to enter into an agreement with the Government of Canada and the Training Trust Funds.

The results from the project were expected to be used by several individuals and organizations including:

1. The Edmonton Economic Development Authority in identifying industries with employment growth potentials;
2. The construction and General Workers Training Trust Fund of Edmonton and the Operating Engineers Training Trust Fund in assessing current and future conditions in the labour market; and
3. Canada Employment and Immigration in monitoring the local labour market and in developing appropriate programmes and policies to correct imbalances.

However, according to an official from the Department of Economic Planning and Trade, little use was made of such results by the various stakeholders. A careful look at such projections could be helpful at this point, as the mechanics of demand and supply is a vital indicator of significant changes that occur.

The Canada Occupation Projection System (COPS) provides labour demand projections on 511 occupations and 62 industries in Alberta. The starting point for these forecasts is a set of economic assumptions for the Canadian economy. These assumptions are then translated into occupational requirements by using various analytical models and existing data sources. Looking Table 4.1, we find that the COPS forecast shows a very slow growth of employment in these industrial sectors in Alberta over 1988 - 1992.

Table 4. 1

COMPARISON OF LABOUR DEMAND PROJECTIONS: ALBERTA

Industrial Division	1988 COPS	1988 Conference Board	1992 COPS	1992 Conference Board	Change 1988-92 COPS	Change 1988-92 Conf. Board
Agriculture	82500	6600	83700	100100	1200	3500
Resource	74900	71200	79500	80900	4600	9700
Manufacturing	89000	94400	94100	94100	5100	(300)
Construction	67800	75100	82100	81500	14300	6400
Transportation	90500	98100	90800	106900	300	8800
Trade	202300	21620	203700	237100	1400	20900
Finance	59000	54100	60700	56700	1700	2600
Service	402500	401400	422100	424100	19600	22700
Public Admin	79500	81300	80900	86000	1400	4700
TOTAL	1148000	1188400	1197600	1267400	49600	79000

Source: 1. Edmonton Economic Adjustment Committee, August 1988
2. Canada Occupational Projection System (COPS), Canada Employment & Immigration, April 12, 1988
3. Conference Board of Canada, P-C Alberta, April 1988

There were substantial differences between the labour demand forecasts done by COPS and the Conference Board, respectively, for the 1988-1992 at industry division level.

Labour Demand Projections

From the Table 4.1 we find that the industrial divisions with the greatest forecast differences were manufacturing, construction, transportation and trade.

These forecasts seemed to describe very different expectations of labour change in the province. COPS implied strong growth in the construction industry, but little spin-off in terms of employment growth to other sectors of the economy. The Conference Board's forecast portrayed an economy which had more restrained growth in construction, but a much stronger increase in consumption, supporting above average growth in trade and transportation employment.

In light of the foregoing discussion, regardless of which forecasts are accepted as a basis for future planning and policy, it is clear that a widely dispersed increase in labour demand accross several industrial sectors should be expected. In addition, the magnitude of the differences between these forecasts strongly suggests that a regular monitoring of actual labour growth by industry divisions is necessary to formulate and deliver the appropriate training programmes for workers.

Agriculture

Labour demand in agriculture had been relatively stable in recent years. This trend was likely to continue because the factors of increasing productivity, low output prices, subsidized competition in export markets, rising input prices and uncertain conditions all tend to squeeze profit margins and so reduce the demand for labour in this sector. One estimate had suggested that about 3000 Alberta farmers and farm workers abandoned agriculture over the 1987-88 period alone (Globe & Mail, June 27, 1988).

COPS estimated labour demand in agriculture at 82,500 and 83,700 jobs in 1988 and 1992, respectively. The Conference Board estimates for 1988 and 1992 are 96,000 and 100,100 jobs respectively. However, the difficult economic conditions for agriculture do not seem to support the optimism of the Conference Board's figures.

Resource Extraction

The rate of job creation in this sector was expected to increase. This could be due to the fact that stability in oil prices during 1987 and reduced royalties and drilling incentives in 1988 called for modest optimism in the energy sector. The Conference Board forecasts labour demand in the resource sector at 71,200 and 80,900 jobs for 1988 and 1992, respectively, whereas COPS projects 74,900 and 79,500 in each of those years.

Manufacturing

The Conference Board expected employment in manufacturing to remain stagnant at 94,000 jobs, while COPS projected the demand to grow by 5,100 between 1988 and 1992. In any event, the magnitude of change is expected to be modest at best. We can speculate that the rate of job creation in this sector over the short run could be influenced perhaps in opposite directions by two factors. Firstly, employment in manufacturing and other goods producing industries represents a small and declining share of the total employment in Alberta, as private and public institutions seem to introduce labour saving devices to control labour costs. Secondly, employment in this sector could grow (that is, increase) as the provincial government continues its effort to diversify the economy.

Construction

The increase in labour demand in the construction industry was expected to be considerably higher. The rise in this industry could be due to investment growth in the province. For instance, "the largest resource projects currently under construction in Alberta include $1.2 billion Nova pipeline expansion. It is also anticipated that construction could begin on several other major projects including the $4.1 billion OSLO oil sands plant, the $800 million Dow chemical ethylene project and the $1 billion Alberta Pacific Pulp mill" (Alberta Career Development & Employment, 1989 , p.1).

COPS expected the construction industry to climb from 67,800 to 82,100 jobs or by 14,300 jobs between 1988 and 1992. On the other hand, the Conference Board projected employment in this industry to grow by only 6,400 jobs form 75,100 to 81,500 jobs over this period.

Tranportation

Labour demand in the transportation industry has been affected by deregulation and technological change. The deregulation of the transportation industry has forced companies to rationalize their operations and achieve greater efficiency. The introduction of technological change in the industry has resulted in increased productivity. For example, "output per employee in the transportation industry was $20,632 ($1971) in 1981, and by 1987 it was estimated at $23,068 ($1971) " (Edmonton Economic Adjustment, 1988, p.21).

The combination of deregulation and technological change could reduce the demand for labour in the short run. However, as the Alberta economy grows, particularly in resources and trade, there could be an increase in employment. The Conference Board forecasted employment in this sector to rise from 98,100 to 106,900 jobs between 1988 and 1992. Meanwhile, COPS projected labour demand to remain relatively stable, rising only slightly from 90,500 to 90,800 jobs from 1988 to 1992.

Trade

The Conference Board expected labour demand in 1988 to be 216,200 jobs and 237,100 jobs by 1992, while COPS projected employment for 1988 and 1992 at 202,300 and 203,700 , respectively. Interestingly, labour demand in the trade sector increased from "202800 jobs to 209000 jobs between 1981 and 1987 with fluctuations. The slow growth in employment is partly explained by declining real wages and slow population growth over this period"(Edmonton Economic Adjustment, 1988, p.21).

Finance

COPS expected labour demand in 1988 and 1992 to be 59,000 and 60,700 jobs, respectively. The Conference Board projected labour demand to grow from 54,100 jobs in 1988 to 56,700 jobs by 1992. Labour demand in the finance industry had been relatively stable in recent years. For example, " in 1981 and 1987 there were 59,600 and 57,000 jobs, respectively. This stability is due in part to the increased use of automation in the banking sector as well as the difficulties experienced by the financial sector in Alberta "(Edmonton Economic Adjustment 1988, p.22). Looking at the positive side, the financial sector could experience employment growth in the real estate sector as the province experiences overall economic growth in the future.

Service

The service industry in Alberta has shown itself to be resistant to economic fluctuations. For instance "over the 1981 -1986 period when most industries suffered a decline in employment, the service industry increased employment from 323,000 to 379,000. This development was part of a long term and worldwide trend as economic development has followed a predictable pattern in which agricultural production shifts to manufacturing and then to service "(Hudson Institute ,1987, p.26)

It is interesting to state that the trend towards increased labour demand in this industry is expected to continue. This could be why the Conference Board projected labour demand in 1988 and 1992 to be at 401,400 and 424,100 jobs respectively, while COPS projected jobs to grow from 402,500 in 1988 to 422,100 in 1992.

Public Administration

The collapse of world oil prices from their 1981 levels resulted in slower economic growth and a reduction in revenues for the province of Alberta. As a result, the provincial government embarked on an austerity programme to balance its budget. This resulted in a "reduction in the growth rate of labour demand in the provincial and municipal civil services. This austerity programme is expected to last for at least two years but as the provincial economy and population grow, the public demand services will increase" (Economic Adjustment, 1988, p.23).

The result could be a growth in public administration labour demand, with most of the increase after 1990. The Conference Board expected the labour demand to increase from 81,300 jobs in 1988 to 86,000 jobs by 1992. Meanwhile, COPS was projecting 79,500 jobs in 1988 and 80,900 jobs in 1992.

Labour Supply Projections

This section presents labour supply projections for Alberta and then combines these projections with the labour demand projections to identify labour shortages or surpluses. Labour supply for a given industry/occupation is drawn from the following:

1. Inter- industry/occupation migrants
2. Geographic migrants
3. New entrants and re-entrants to the labour force
4. The labour force from previous periods

When the labour supply projections are combined with the labour demand projections, the picture which emerges is one of expected decline in resource and construction and a delicate balance in transportation, manufacturing and finance as can be seen from the Table 4.2.

Table4. 2

Labour Supply projections by Industry: Alberta

Year	Agric.	Constr.	Finance	Manufac.	Resources	Admin.	Service	Trade	Transpor.
1988	98592	84819	58860	96172	74693	89076	451491	231133	101449
1989	97373	79744	60152	101900	74974	89651	455847	238974	104734
1990	96278	77771	60882	100830	75623	90351	462249	242497	106542
1991	97492	76068	61473	100347	76701	91114	468219	247512	107422
1992	99617	75062	62008	100293	77454	91879	474779	255179	109712

Source: Edmonton Economic Adjustment Committee, August 1988.

The decline in resources and construction emerged gradually over 1988 and 1989. The construction and resource extraction industries are expected to experience labour shortages of 10,400 and 4,500 persons respectively by 1992.

Agriculture

The labour supply in agriculture is expected to remain stagnant over the 1988-1992 period. In 1988, the labour supply in agriculture is estimated at 99,000 persons and is expected to decline to 96,000 in 1990 before recovering to 100,000 by 1992. The slow growth in the labour force will be induced by unfavourable employment opportunities in agriculture.

In 1988, the labour demand in agriculture is estimated at 97,000 jobs while the labour supply is estimated at 99,000 persons. By 1992 labour demand is projected to climb to 100,000 jobs and the labour supply also is projected to grow to 100,000 persons. Over the review period 1988-1992, the agriculture labour market is expected to be in a state of equilibrium.

Resource Extraction

The labour supply in the resource extraction industry was projected to grow by 2,000 persons over the 1988-1992 period. In 1988, it is estimated at 75,000 persons and by 1992, it was expected to increase to 77,000 persons. This forecast was based on the " assumption that oil prices will remain relatively stable over the forecast period" (Economic

Adjustment 1988 p.28). As a result, the labour supply was expected to respond positively to increased job opportunities.

In 1988, labour demand in the resource sector was estimated at 75,000 jobs which was the same as the estimated labour supply. By 1992, labour demand is projected at 82,000 jobs and the labour force at 77,000 persons. As a result, the labour market is expected to move gradually from a position of general equilibrium in 1988 to a gradually growing labour shortage. These findings are in keeping with the prevailing view in the private sector that "firms are experiencing difficulties in staffing certain skilled trades such as machinists, mechanics, tool and die makers, welders, electricians, electronic technicians, fitters, chemical and mold makers etc and this situation or trend is not confined to Alberta alone but to Canada as a whole" (Canadian Manufacturers' Association, 1988). As a result, the resource extraction industry may find it difficult to recruit workers from the rest of Canada.

Manufacturing

The manufacturing labour supply was projected to increase by 4000 persons over the review period 1988-1992. In 1988, the labour supply was estimated at 96,000 persons, and by 1992 it is expected to grow to 100,000 persons. The slow growth in the labour supply is seen as linked to stagnation in manufacturing labour demand over the review period.

Labour demand in manufacturing was expected to increase from 94,000 to 96,000 jobs between 1988 and 1992, which was less than the estimated forecast for labour supply for 1988 and 1992. As a result, the labour market in this area was expected to be close to equilibrium over the 1988-1992 period.

Construction

The construction industry's labour supply was projected to decline by 10,000 persons between 1988 and 1992. In 1988, the labour supply was estimated at 85,000 persons and by 1992, it is expected to decline to 75,000 persons. This forecast is a continuation of the trend that began over the

> . . . 1981-87 period when the labour supply plummeted from 133000 to 88000 persons respectively. Over this period, many construction workers left the province to seek employment elsewhere. The Construction Industry Advisory Council of Alberta reported that nine to ten percent of out-migrants were in construction trades and as a result, about 9000 construction workers left the province of Alberta in 1986" (Construction Industry Advisory Council of Alberta, 1987).

Another contributing factor responsible for the shrinking labour force is the "increasing rate of attrition caused by the aging of the construction labour force" (Hyrciuk, 1988). The labour market was expected to tighten in 1988 and by mid-1989 the labour demand could exceed supply. In 1988, labour demand in the construction industry was estimated at 75100 jobs which is less than the labour force of 85000 persons. By 1992, labour demand was expected to increase to 86000 jobs

while the labour supply was expected to fall to 75000 persons. The labour market in the construction industry over the review period was expected to move from a position of labour surplus in 1988 to a rough balance in 1989 to a growing shortage over 1990 to 1992.

This forecast of a growing shortage was supported by two independent sources. For instance, the Canadian Manufacturers' Association in its June 1988 survey of its membership found that employers were experiencing difficulties in staffing certain construction related trades such as machinists, mechanics, welders and pipe fitters as can be seen from Table 4.3.

Table 4.3

Skills Hardest to Attract

Trade	Percentage of respondants	
	Canada (%)	Alberta (%)
Machinists	2.2	34.4
Mechanics	14.6	17.4
Tool & Die	11.4	8.7
Welders	10.2	21.7
Electricians	9.5	N/A
Fitters	5.1	17.4
Bricklayers	2.7	4.3
Supervisors	2.3	8.7
Electronics	5.6	N/A

Source: Saari, B. The Canadian Manufacturers' Association Telephone Conversation, July 21, 1988.

In addition, the Construction Industry Advisory Council of Alberta reported in 1987 that "labour shortages of dry-wallers, bricklayers and carpenters have emerged in the labour market and that a general labour shortage may not appear before 1989" (CIACA, 1987). As in the resource industry, the construction industry in Alberta will experience difficulties in meeting its manpower requirements from the rest of Canada. Employers will not be able to staff job vacancies by recruiting from the rest of Canada because the shortages are nation-wide.

Transportation

The labour supply in the transportation industry was projected to increase by 9000 people over the 1988-1992 period. In 1988, the labour force was estimated at 101000 persons and it was expected to climb to 110000 by 1992. Labour demand in this industry is estimated at 98000 jobs in 1988, 3000 persons less than the labour supply. By 1992, labour demand was expected to grow to 102000 jobs while the labour supply was expected to move from a situation of relative balance in 1988 to one of labour surplus by 1992.

Trade

The labour supply in this industry was projected to increase by 27000 persons over the 1988-1992 period. The increase was expected to be induced by expectations of increasing job opportunities in the trade industry. The labour demand in this industry was estimated at 209000

jobs in 1988, less than the labour supply of 228,000 persons. By 1992, labour demand is projected to climb to 237000 jobs while the labour supply was projected to increase to 255000 persons. As a result, the labour surplus situation was expected to worsen over the 1988-1992 period.

Finance

Labour demand in the finance industry was estimated at 54000 jobs in 1988, this was less than the labour supply of 59000 persons. In 1992, labour demand was projected to grow to 57000 jobs which was less than the labour supply of 62000 persons. Over this period in review, the labour market was expected to experience excess labour supply.

Service

The labour supply in the service industry was projected to increase by 23000 persons over the 1988-1992 period. In 1988, the labour supply was estimated at 451,000 persons and it was said to grow to 475000 persons by 1992. In 1988, labour demand in this industry was estimated at 399000 jobs which was less than the estimated labour supply of 439000 persons. By 1992, the job gap was expected to increase as the labour supply climbed to 475000 persons as opposed to 424000 jobs.

Public Administration

The labour supply in this industry was estimated to grow by 3000 over the 1988-1992 period. In 1988, the labour demand was estimated at 81000 jobs which was less than the labour supply of 89000 persons. By 1992, labour demand was projected to grow to 86000 which will be less than the 93000 person supply figure for labour. As a result, the labour market in public administration was estimated to be in a state of excess supply.

Challenges from Labour Supply and Demand

Labour Demand

Several large projects are currently in the planning and execution stages in Alberta; and these projects when taken as a group (ie, collectively) or individually would have a significant impact on the province's labour market in general and on the demand for specific occupations in particular. For instance, from Table 4.4, we can safely say that the anticipated labour shortages in the resource extraction and construction industries would be severe in light of the province's development projects which reflect the 1989 - 1997 period.

Table 4.4

Projects

Project (Location)	Estimated cost ($ m)
Amoco (Cold Lake area)	160
BP Phases 2 & 3 (Wolf Lake)	400
Esso Phases 7-12 (Cold Lake)	495
Esso (Cold Lake)	11
Husky (Lloydminster)	1270
Husky/AEC (Primrose Lake air weapons range)	20
Oslo (Fort McMurray)	4100
Petro-Canada (Edmonton)	82
Shell Phase II (Peace River)	570
Shell (Virginia Hills)	127
Suncor (Fort McMurray)	200
Suncor Phases 1 & 2 (Burnt Lake)	470
Turbo (Balzac)	15
Gas Projects	
Alberta Energy Co. (Primrose)	30
Alberta Natural Gas Co. Ltd. (Cochrane)	50
Amoco (Fort Saskatchewan)	10
Amoco (Nipisi Lake Area)	10
Chevron (Acheson)	18
Coho (Calgary Area)	11
Esso (West Pembina)	21
Esso (Bonnie Glen)	14
Inter-Provincial Pipeline (Edmonton)	40
Petro-Canada (Brazeau River)	67
Shell (Bearberry)	65
Shell or Husky (Caroline)	700

Table 4.4 (continued)

Petro-chemical projects		
AEC (Fort Sask.) or Nova (Joffre)		400
Albchem Industries (Bruderheim)		45
Canadian Occidental Petroleum (Bruderheim)		60
Dow (Fort Saskatchewan)		800
Dupont (Gibbons)		120
Neste Oy (Edmonton)		300
Nova (Joffre)		35
Union Carbide (Prentiss)		385
Mining projects		
Carbovan Inc. Phases 1 &2 (Fort McMurray)	Phase1.	10
	Phase 2.	20
Magnesium Co. of Canada Phases 1-3 (Peace River)		375

Table 4.4 (continued)

Forestry projects	
Alberta Energy Company (Slave Lake)	168
Alberta Newsprint Company (Whitecourt)	379
Alberta Pacific Forestry Ind. Pulp Mill (Athabasca)	1000
Alberta Pacific Forestry Ind. Paper Mill (Athabasca)	300
Daishowa (Peace River)	500
Erith Tie Company (Edson)	30
Northem (Lac La Biche)	16
Procter and Gamble Upgrade & Expansion (Grande Prairie)	50
Procter and Gamble New Pulp Mill (Grande Prairie)	315
Procter and Gamble (Manning)	35
Sunpine (Rocky Mountain House)	32
Weldwood (Hinton)	361
Pipeline projects	
Alberta Energy Co. (Bonnyville)	22
Amoco/Foothills pipeline (Yukon)	30
Cold Lake Pipeline	80
Gulf (Edson Area)	28
Nova	3000
Trans Mountain (Edmonton)	30
Electric utility/dam projects	
Blood Indian Irrigation Project (Lethbridge)	65
Genesee 1 & 2 (Genesee)	1300
Little Bow Dam (Nanton Area)	27
Oldman Dam (Pincher Creek)	165
Sheerness II (Sheerness)	370
Pine Coulee Dam (Granum)	35

Table 4.4 (continued)

Agricultural projects	
Canbra (Lethbridge)	10
Cargill (High River)	44

Source: Alberta Career Development & Employment (1989) Workforce Requirements of Major Alberta Resource Projects 1989-1997.

Labour Supply

Evidence shows that in- and out-migration has played a significant role in the province's economic development. For instance " in the 1970's when job prospects were good, there was a large influx of people to Alberta in search of employment. And as the situation reversed itself in the 1980's, there was an outflow of people from Alberta to the rest of Canada in search of employment" (Economic Adjustment, 1988 p.32).

In view of this situation, as the 1990s approach and labour shortages appear in certain occupations, the question that should be addressed is, "Would in-migration be a factor in meeting labour market deficiencies?" One answer may be that migration could play a smaller role in that other parts of Canada, namely Quebec and possibly Ontario may continue to enjoy economic growth and, as such, it may be difficult to attract job seekers to Alberta. Besides, some people may be reluctant to move to Alberta because the province may be perceived as a boom and bust (or doom) economy. This view is held due to the fact that during the boom of the 1970s migrants to Alberta experienced

success (prospered), but as the bust or doom replaced the boom, many people lost their jobs and property. This is a memory or experience that is difficult to erase from the minds of those affected by such fluctuations.

The study turns to exploring how the Department of Career Development and Employment responded to economic changes in the province.

Response of the Department of Career Development and Employment

In Alberta, the department of Career Development and Employment plays a leading role in the development of Alberta's human resources. And in order to accomplish this mission, the department works in partnership with individuals, private employers and other government departments in meeting the challenges of a rapidly changing work world.

The primary aim of the department is to help increase the skill level of Alberta's workforce so that the Alberta economy can meet the demands of global competition. In spite of the relative inaction on the part of most government departments in response to the white paper (1984), policy experts in Alberta did learn positive forecast techniques from the document; hence the department's decision to embark on a labour market strategy. The department has as its goals the following:

1. To increase the competitiveness of Alberta employers by

developing better human resource planning and training methods;

2. To maintain a supply of skilled individuals who can respond to the needs of Alberta's economy;
3. To increasé the job entry skills of Albertans;
4. To increase the employability of people who have been or may be laid off for economic reasons;
5. To increase the quantity and quality of labour force participation by groups facing barriers to employment; and
6. To increase the amount and availability of significant labour market information (Alberta Career Development , 1990, p.1)

What mechanism does the department use or hope to use to achieve the above mentioned goals? In an attempt to answer this question, this study examined how the department perceived the needs of the workforce. An interview with senior staff members responsible for policy development revealed that the Department of Career Development and Employment felt that the department should start looking at contingency plans for the province given the rapidly changing demands of global competition, especially as it relates to the workforce.

The policy developers, having consulted with other sectional managers, developed a proposal which was submitted to the deputy minister of career development and employment for ministerial approval. Having received approval in April, 1989, the department's strategic planning committee established a task force for the development of a labour market strategy for the 1990s.

The task force was given the mandate to develop for ministerial approval prior to the departmental budget submission to Treasury Board in October, 1989, a detailed and comprehensive labour market strategy to be implemented by April 1, 1990. Furthermore, the task force was given the following terms of reference:

1. To review the departmental mission statement;
2. To identify and gain departmental concurrence on the major issues to be addressed by the department in the 1990s;
3. To identify present and projected labour market needs and the means by which to address them, and then to priorize them;
4. To identify and allocate resources on the basis of the priorities previously developed;
5. To develop an ongoing process for policy and programme planning;
6. To develop a general programme design for implementation on 1st April, 1990; and concurrently; and
7. To identify programme planning activities presently underway and to ensure that these are consistent with the overall departmental directions being proposed.

(Alberta Career development 1990, p.3)

The task force, made up of twelve departmental staff members, representatives of all divisions, deliberated over the period of April 1989 to June 1990. A number of activities were undertaken to provide task force members with as broad a range of views as possible, including:

a. Six focus group meetings with departmental staff;

b. Meetings with outside user groups;

c. Consultation with individuals with diverse points of view to reflect upon the labour market and possible approaches to address the needs; and

d. A review of existing literature.

Given the variety of forecasts regarding economic changes received by the task force during its deliberations, it was not surprising that the task force came to the conclusion that :

> The swiftness with which changes are occurring in foreign competition, new technologies, and the information-oriented service sector generates a strong demand for more competent, adaptable and highly skilled workers even in basic entry level jobs "(Alberta Career Development, 1990, p.5).

The task force forecasted that large scale resource projects in the province appeared promising in their ability to create new jobs. The challenge, for the province therefore was to assist Albertans in obtaining the skills needed to participate in these projects; and also to help Albertans acquire and maintain the education and training levels that were needed in order to remain appropriately skilled, productive and adaptable.

The government's assessment of and projection with respect to opportunities available to Alberta for economic growth suggested that large scale resource projects will generate a significant number of jobs for Albertans. According to a government document, "The largest resource

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The government's assessment of and projection with respect to opportunities available to Alberta for economic growth suggested that large scale resource projects will generate a significant number of jobs for Albertans. According to a government document, "The largest resource

projects currently under construction in Alberta include $1.2 billion Husky heavy oil up-grader and the $3 billion Nova pipeline expansion"(Career Development, 1990,p.1) . During the period between 1989 to 1997 it was anticipated that construction could begin on several other major projects including the "$4.1 billion Oslo oil sands plant, the $800 million Dow Chemical ethylene project and the $1 billion Alberta Pacific pulp mill. The oil, pipeline and forestry sectors likely will generate the largest number of construction jobs."(Career Development, 1989 p.2). The most significant number of jobs probably will be generated by the oil and forestry sectors. In the oil sector, "the largest number of jobs will be in the plant operator, oil field maintenance trade and management occupations. However, the greatest number of jobs created by the forestry projects will be in the woodland, plant operator maintenance trade, management and millwright occupations"(Career Development, 1989, p.3)

It was therefore estimated that the demand for skilled trades workers in the construction industry would increase dramatically in the 1990s. In addition, the anticipation was that this increased demand would create a need for training and recruiting strategies that would provide the province with a sufficient number of appropriately trained workers (Alberta Career Development, 1990) This emergent strategy of economic development and future direction of industrial growth required the development of appropriate policies that would be needed with reference to skills training and labour market growth. The development of these policies is analyzed below.

Analysis of Skills Upgrading Policy Development

This study uses the Sharkansky and Van Meter (1975) model, briefly introduced in chapter three, to describe skills upgrading policy develpment in Alberta. It should be noted that this analysis was based on interviews conducted with policy makers or senior government officials from the departments of Economic Planning, Advanced Education, Tourism, Career Development and Employment and the Alberta Vocational College. The first component in Sharkansky and Van Meter model is the environment for policy development.

The Environment

Many factors determine what constitutes the appropriate basis for provincial government's enactment of policies. It could be argued that most policies hinge around significant economic considerations. And these considerations are viewed in terms of or are dependent on the political climate that prevails for policy makers at the time of decision making. For this and other reasons, policy makers in Alberta seemingly considered such elements or factors as international capital which might be drawn in from corporations, investors (such as banks,) the Chamber of Commerce, and most importantly the federal government's economic restructuring agenda in developing the provincial policies with respect to training and labour market strategies.

These elements seem to serve as the back-drop or environment which guided and structured the thinking of provincial government policy makers and administrators. For instance, as soon as provincial

policy makers and administrators realized that increased competition in the global economy and the restructuring of international markets had led (or are leading) to new ways of producing goods and services, and also to new ways of administering businesses, they came together or consulted extensively and produced a document called Labour Market Strategy for the 1990s. This was a result of the perceived need for Alberta to respond to the global economic changes that are occurring.

The policy makers took into account the anticipated foreign capital that would be invested in Alberta through the development of such projects as pulp mills, DOW chemical plants, Canbra Agricultural projects and Genesee electric utility/dam projects to name a few. These investments were anticipated by officials from departments of Economic Planning, Career Development and Employment, Advanced Education and Trade and Tourism to bring economic benefits to the province since these projects would generate substantial revenue for Alberta.

Given this state of affairs, it could be argued that for the purposes of Alberta government's policy development, the elements mentioned earlier would constitute the policy environment which stimulates or guides government officials when developing policies with respect to training. The next section will explore what constitutes "demands and resources" in terms of the model being used for the analysis.

Demands and Resources

In order to identify what constitutes demands and resources and how these fit into policy making, information obtained from the Department of Tourism will be used to exemplify this point. The white paper (1984) recognized Tourism as a segment of the Alberta economy which makes a significant contribution to job opportunities and small business activity. For instance, the white paper (1984) stated that:

> To fully develop Alberta's Tourism potential and to establish a significant tourist industry over the next decade, we must be even more responsive to national and international markets. Given our natural attractions, our major facilities now in place and our reputation for managing world scale events, Alberta's Tourism industry should enhance our economic growth over this period (i.e., 1985 to 1990).

An interview with senior decision makers in the Department of Tourism revealed that given the perceived economic potential of the projected industry, policy developers set the wheels in motion to stimulate the tourist industry in the province. The policy makers had as their main objective, the encouragement of the Alberta government to act as a catalyst or stimulator and supporting partner of the private sector in making Alberta holiday destinations attractive and favoured in North America. It is worth noting that this set goal was achieved by policy makers in the department; as they were able to draw visitors to the province from other Canadian provinces and places like the U.S., Europe, Japan, China, to discover the Banff hot sulphur springs, Rocky Mountains, and the National Parks to mention a few.

It can therefore be argued that tourism is a major contributor to the provincial economy as it generates substantial revenues for Alberta and also employs considerable human, financial and physical resources. For instance, many businesses depend on the tourism industry for some portion of income, including those in the food, auto, lodging, amusement and recreation, transport and finance industries. In brief, it can be argued that policy makers in this department have been able to use the various resources in the province, some of which were mentioned earlier in our discussion, to draw visitors to such events as the Winter Olympics in Calgary, 1988.

In summary, the foregoing discussion shows how stimuli from the environment were used by policy makers to translate "resource and demand" into policies in Alberta; as decision makers seemed to use skilled and motivated hospitality workforce in realizing their set goals. The conversion process will be considered next.

The Conversion Process

This process does not seem to be different from other established procedures used in transforming ideas or stimuli into policies. In the case of Alberta, the process involved formal structures like committees, departmental meetings, and meetings of senior policy makers or officials from selected departments. Members of these structures explored perceived provincial needs such as the expected decline in the skills of the workforce; hence, the adoption of appropriate measures aimed at addressing such problems. The next section will briefly review some policies in the province.

Policies

Interviews with policy makers in Alberta revealed that the current training system suffers from a number of severe deficiencies. For instance, informants argued that people were our greatest resource and so there was a need for a general upgrading of skills to improve flexibility. Remarkably, the interviews revealed that little formal training/retraining was being provided to the vast majority of workers by most employers or firms.

Nevertheless, there is a great deal of informal and unstructured training activity going on in the work place, but it is narrowly job- and company based rather than developmental and thus it contributes little to the goal of general upgrading of skills. The interviews further revealed that such training also failed to meet the needs of workers for certified, portable skills. The Alberta situation seems to be similar to the plight of other workers across North America, as has been suggested by one author:

> Most training programmes provided by firms are of short duration (ie usually under two weeks) and the objectives of these programmes is to gain a competitive edge by improving the performance of employees and their ability to adapt to new technologies. Furthermore, management, supervisory and sales are the categories that receive the highest priority for training in most firms with the clerical, production and technical categories being at the low end of the priority scale. Lastly, firms' training programmes are heavily concentrated on providing new employees with the specific skills they need to perform well in their jobs and at upgrading the skills of other employees.
> (The Training Decision, 1989, p.36)

In other words, one can say that work place training is almost entirely unregulated and is financed almost exclusively by individual employers. Thus, few mechanisms exist to ensure that training is collectively organized in order to realize broad, collective goals. It may also be said that companies pay the price for this laissez-faire approach in the form of skill shortages, particularly at the peak of the business cycle and in systematic under-training relative to current and future skill needs. The next section will examine "performance and feedback" of government policies in the province using Sharkansky and Van Meter model.

Performance and Feedback

Information gathered from the interviews suggested that due to the lack of well co-ordinated, planned training/retraining programmes for workers in the province, many workers who were eager to retrain were unable to do so due to such constraints as finance, time off work and family commitments. However, those workers who seemed to be "retooling" inspite of such constraints were doing so with much personal sacrifice; as these workers engaged the services of some training agencies which planned and delivered programmes at set periods. Given this state of affairs, it was not surprising that many people claimed that governmental policies involving training/retraining did not seem to be adequate and therefore needed re-thinking. At this juncture, it seems appropriate to examine the types of training programmes available in Alberta.

Training Programmes Available in Alberta

There are a host of general training programmes available to the workforce in Alberta, and in most cases these are employer sponsored. These programmes include:

1. Orientation for new employees;
2. Safety training/health promotion;
3. Management/supervisory training;
4. Job related personal development training (e g motivation, public speaking, time management, creativity, goal setting, problem solving, stress management, etc);
5. Basic skills/remedial training (e g literacy, numeracy, life skills, etc);
6. Technical training (e g apprenticeship, trade or craft skills, computer literacy/programming, word processing, product knowledge, machine operation, machine repair or maintenance etc);
7. Non technical skill training. (e g merchandising and sales skills, business management, finance, accounting, book keeping, administrative processes and procedures, etc).

(Training In Industry, 1987, p.3)

In terms of certified training programmes, the Alberta Government has the following programmes for its workforce:

1. Registered apprenticeship programme;
2. Non registered craft/trade certification;
3. Professional internship or residency;
4. Degree, diploma or post secondary certificate programme; and
5. Private trade or vocational school certification

(Training In Industry, 1987, p.3)

But why does the province deliver such training programmes to its workforce? It is argued that "new skill training programmes will provide new employees with all or some of the basic skills they require to perform adequately on the job in their respective firms. Besides, retraining for existing employees will prepare them for new positions or responsibilities within the firm" (Training In Industry, 1987, p.4). In view of this rationale, the training programmes in Alberta seem to cover all or part of the basic skills required to adequately perform on the job, and these programmes seem to be a response to " job obsolence (possibly due to new technology) and promotion or lateral transfer within the firm"(Training In Industry, 1987,p.4).

Presumably, this mix of various types of training programmes were undertaken in Alberta in order to train/retrain the workforce in readiness for the province's economic diversification and development strategies. While these training programmes were the primary responsibility of the provincial government, the federal government's involvement was also not insignificant. What forms it takes and the impact it may have on development of provincial policies is examined next.

Canada Employment and Immigration Commission

There are two levels of federal training activity in the provinces. One is through the Canadian Jobs Strategies (CJS) which was introduced in 1985, and the second is through the federal-provincial training agreements which have existed for over 20 years, and are now subsumed under the CJS. The agreements detail the amount of money that the federal government will spend to purchase "seats" in provincial training institutions for its clients, and what the conditions are for those expenditures . In a sense, the agreements are the means through which the federal government can intervene in training matters, while still recognizing provincial jurisdiction in education.

The direct purchase option is the funding mechanism that permits the federal government to directly negotiate and purchase seats in courses from community colleges or private sector training institutions for the institutional portions of training in different programmes under the CJS.

Overall federal funding levels in the agreements are critical to the provinces, in two ways:

1. The amount of money that will be used for direct purchase of courses in provincial institutions; and
2. The total CJS funds going to employers and co-ordinating groups who will spend a portion of these funds on "indirectly" purchasing courses from provincial training institutions.

Training agreements also stipulate the detailed conditions of those federal course purchases. The agreements spell out what constitutes a

training day and defines the rights of the federal government to referral of clients for training. How much the federal government will pay per client, for example, for skills training courses, or for academic upgrading is included in an annex and amended annually. Many Alberta institutions, such as NAIT, SAIT, AVC, Grant MacEwan, etc. are involved in CJS sponsored training/retraining programmes. AVCs in recent years have played an important role and this is examined next.

Alberta Vocational College (A.V.C.) Edmonton.

A.V.C. Edmonton is one unit of a comprehensive provincial postsecondary system that provides a wide range of educational opportunities to ensure that as many adults as possible can readily continue their education. It is the Alberta Advanced Education system which provides educational services to the entire adult population, from the functionally illiterate to post-graduate university students. Within this system, the AVCs have been given a mandate to provide five critical services:

1. Basic Education: this means that AVC could provide a variety of upgrading programs that will equip adults who have a low level of general education so that they can take the first steps into more advanced education;
2. High School Education: AVC delivers courses that allow the adult learner to acquire the skills and knowledge required to enter higher academic and professional education;

3. Skill Training: AVC delivers a variety of short skill-training programmes for those learners who are not able to continue their academic pursuit or who desire an employment entry programme. These programmes are of less than one year's duration, and they ensure that those adults returning to the workforce have enhanced their employability;

4. English as a Second Language: this allows AVC to provide a variety of language training courses for adults whose first language is not English. The goal of these courses is to allow students to participate in society according to individual needs, and to develop skills which will help them realize their potential over the long term;

5. Personal Development: this enables AVC to provide a variety of services and programmes that prepare adults to participate in the social, economic, and cultural milieu which exists in the province to assist adult learners to cope with the stresses and pressures they may face as they re-enter the educational system (A.V.C., 1987, p.1)

The manner in which AVCs participate in the training programmes with respect to skill training policies recently developed is illustrated by a closer examination of the work that AVC Edmonton carries out in this regard.

A.V.C. Edmonton is a fairly large adult education training institution and is directly governed by the Alberta government. Its staff, especially those involved with "vocational programmes, work closely with Advisory Committees to ensure that training programmes meet industry needs"

(A.V.C., 1987, p.6). In the same vein, business careers programmes are revised constantly so that the latest equipment is used, thereby offering students the skills that are desperately sought in increasingly automated offices.

AVCs, as a rule, use advice from the programme advisory committee(s) to design and change their programmes periodically. These committees, made up of skilled practitioners in specific fields of study, meet periodically with staff members and curricula experts to review and "fine-tune" the curricula for all career programmes. With such input, A.V.C. Edmonton ensures that "closer cooperation with employers (i.e., businesses, labour, educational agencies) is maintained in both curriculum development and the training of students" (A.V.C., 1987, p.7), thereby ensuring that all career programmes are beneficial and desirable.

It is interesting to note that due to the inadequacy of base-funding to cover all expenditures relating to the operational needs of A.V.C. Edmonton, the college explores various sources for additional funding. For instance, funds are secured under the CJS's innovative projects, and others come from the provincial Department of Career Development's special projects reallocation grants. (This feature of scouting for funds interestingly is referred to by the college as its entrepreneurial spirit).

This entrepreneurial spirit is manifested in the process through which the special projects department in AVC secures and delivers programmes to Albertans. The special projects liaison, who is also a member of the Inter-Agency Network, attends regular meetings of the Network. The Inter-Agency Network, which comprises of eight agencies (such as Catholic Social Service, Mennonite Centre, St. Boniface, El Savador

Social Services, Edmonton Social Agents, etc.) meets at regular six-week intervals to discuss issues of concern to Edmontonians. Evidence shows that at one of the group's meetings, members realized that Albertans residing in the Edmonton area needed special programmes to retool for the workplace.

As a result of the group's deliberations, the special projects liaison at A.V.C. Edmonton met with the appropriate programme advisory committee members of the college, together with other people who were drawn from the community at large, and discussed the issues. At the end of the advisory committee's meetings, it came up with numerous projects some of which were: Community Interpreter Skills Training; Job Effectiveness Training; English in the Workplace, to mention a few.

Evidence shows that the advisory committee went through "brainstorming" sessions and came out with ideas that it will incorporate into a programme of studies for potential students. It should be stated that this process exemplifies the mechanism through which the A.V.C. receives both input and feedback from the environment as to needed programme design, delivery and revision. Funding for some of the projects was secured through Secretary of State, Department of Career Development and Employment, and the federal government's Skills Investment programme which falls under the Canadian Job Strategies. It can therefore be inferred that some of the many provincial institutions of learning in Alberta use the mechanisms described above to respond to the educational needs of Albertans, even in the face of financial constraints.

Conclusion

In conclusion, it can be argued that today's work place demands not only a good command of the three Rs, but more. This is because most employers seem to require or want a new kind of worker with a broad set of workplace skills -- or at least a strong foundation of basics that would facilitate learning on the job. It can further be argued that employers' interest in improving basic skills for workers is driven by economic concerns. This being the case, when deficiencies affect the bottom line, perhaps employers might respond with training or replacement. But the time honoured choice, replacement, is becoming less practical because the supply of workers is shrinking. Increasingly, employers are forced to make rather than buy productive employees. As a result, interest in providing training in basic workplace skills for workers seems to be growing.

Employee interest also seems to be on the rise, primarily because workers are being challenged as never before. For those already employed, deficiencies in basic work-place skills seems to threaten their adaptation, and short circuit successful job transactions and career growth. The ground under them appears to be shifting as the range of skills needed to participate successfully in the economy seems to be changing . For these reasons, it could be argued that the present workers seem to be less supervised but more frequently called upon to identify problems and make crucial decisions. Hence the need for provincial policy makers to invest in training/retraining of its workforce as the skills of employees presently appears to be the employers' competitive edge in today's labour market. For this reason,

provincial policy makers may be implored to develop and encourage a training culture in the province (i.e., the various workplaces). A brief summary of policy making in Alberta will be examined in the final chapter, and some suggestions for the improvement of skills upgrading policies in the province will be made.

CHAPTER FIVE

Summary and Conclusions

Policy-making in Alberta

Policy is often recognized as the major mechanism for inducing improvements to move toward a preferred state. Alberta Advanced Education, by virtue of the political process and tradition, is the chief influencing force of postsecondary educational public policies. Operationally, it can be said that policy is "a major guideline for future discretionary action. And so it is a generalized, philosophically-based guideline which implies an intention and pattern for taking action" (Stringham, 1974, p.17).

If one can accept the premise that the senior civil service of any government department is normally the "life line" of the Minister, then it follows that Alberta Advanced Education is the department primarily responsible for shaping and formulating postsecondary educational policy. Furthermore, if the prime purpose of education is to shape the future (Dror, 1971), then one can say that Alberta Advanced Education, and the departments of Career Development and Economic Planning should be utilizing the prospective "futures" and pro-active mode of policy-making, rather than the retrospective incremental mode of policy making.

It can be argued that "policies developed by the Department of Education (Alberta) are incremental in nature, and they reflect the retrospective mode of policy making " (Batchler, 1975, p.5). Many examples can be given to illustrate the use of the retrospective mode.

In all fairness, however, there are some examples of future-oriented and pro-active policy-making; one such initiatives being Alberta's Response to Potential Skill Shortages for the year 2000. Nevertheless, most policies are simply incremental responses and reactions to a problem that has existed for some time, thereby supporting the contention that most policies are retrospective and incremental. For example, policies such as the Accreditation and School Achievement; Back to Basics; and School Act could be said to exemplify the incremental nature of policy development in Alberta. Reasons given for adopting this mode of policy making as revealed through the interviews seem to agree with observations made earlier. For instance, Batchelor (1975, p.4) identified some specific reasons why policy-making and policies in Alberta Education are incremental, retrospective and ad hoc, and these reasons are " political expedience; minimal conflict; maintenance of stability and preservation of the existing system." Dror (1968, p. 123) also claimed that "vested interests in status quo; inertia of individual and social units; and the perpetuation of ideologies" are major reasons why policy makers adopt a retrospective and incremental mode. Given this situation, it could be said that, educators in general, and provincial departments in particular, should adopt a prospective mode of policy-making, if education and training are to provide the kind of skills needed in meeting the rapidly changing times .

In the words of Toffler (1972, p.3), "If we do not learn from history, we shall be compelled to relive it. Which is true; but if we do not change the future, we shall be compelled to endure it. And that could be worse."

If Toffler is right, it follows that educational administrators and policy makers must become receptive to proactive or "futures" policy making. As Keniston (1973, p. 243) stated, "We are in the midst of a major transformation that is taking us out of an industrial society into the post-industrial, technological, post-modern, super-industrial society of the future."

Summary

It may be of interest to use the human capital theory to explain the relationship between education and work in advanced capitalist societies like Canada; since in these societies education is seen as a form of investment. One finds that under the

> shield of human capital theory, education is viewed as an investment for increasing human productivity. And with this theory, higher productivity is assumed to be rewarded in labour markets in the form of higher earnings. Individuals and societies, particularly firms accordingly, invest in education to raise productivity and earnings; and both entities (ie individuals and firms) invest in schooling to the point where they reap the value of the investment
> (Levin, 1982, p.13)

Given this situation, one would suggest that although the human capital theory does not fully address the issue of the relationship that exists between education and work directly, it does imply that investment returns are the ultimate guide for educational decisions in advanced capitalist societies,

because families living in such societies always attempt to ensure that the education that is delivered is vocationally relevant.

The Sharkansky and Van Meter (1975) Model

The Sharkansky and Van Meter (1975) model for policy analysis was very useful in the course of examing skills upgrading policy development in Alberta, because it provided the theoretical framework which aided in :

a. Simplifying and ordering different componets of policy development process;
b. Identifying significant aspects of the policy making process; and
c. Helping to direct the inquiry.

Having analyzed the nature of changes that have occurred in Alberta government's policy development as it related to skills upgrading programmes from 1985 to 1990, the results showed that most policies were incremental in nature; besides policy makers seemed to be eclectic in deriving ideas and policy making models seemed to be selected on an ad-hoc basis.

As stated earlier, the study examined the nature of changes that have occurred in the provincial government's policy development as it related to skills upgrading programmes for workers. It was expected that the Alberta government would be much more aggressive in pursuing policies that would enable the workforce to retrain and also upgrade its skills. Unfortunately, this has not been the case; rather, little progress was made in this regard over the five-year period that was investigated.

This situation could be deemed one of frustration, especially, given the provincial government's pronouncement on diversification and it's commitment to investing in human capital. According to the white paper

(1984, p.53), the goal of the provincial government is : "To continue to upgrade the skills of the citizens so as to create higher productivity, higher job marketability and greater job satisfaction that would flow from such higher skill levels."

The various interviews with senior policy makers in departments such as Career Development, Immigration and Employment, Economic Development and Trade, Advanced Education, AVC (Edmonton), and Department of Trade and Tourism revealed that there were no set policies requiring or obligating workers to retrain so as to be in tune with changing times (ie no specific time intervals, durations after which workers would be required to seek retraining or upgrading of skills). Rather, the decision to embark on "in-house" training programmes for workers were made separately, by various departments; and this was based on the perceived need for such training by senior policy makers in each department.

And in terms of models used in provincial policy making, the study revealed that policy makers did not use the dependency, elite, institutional, rational nor the systems model exclusively when making decisions. Rather, most provincial policies emerged as a retrospective result of synthesizing various theoretical models of policy making.

Conclusions

The concept of economic development is not new, nor is the involvement of educational institutions in economic development. What is new is the importance these activities take on in a decade of economic recession, declining productivity, imminent and massive changes in technology, vigorous foreign market competition, and devastating

unemployment rates -- with the prospect that many companies go bankrupt and many of the unemployed will not return to the type of jobs they left.

Training can be an essential part of the solution to the problems that companies and adult workers are facing. Two major issues that are crucial to the upgrading and retraining of adult workers seem to be :

1. How do human resources relate to economic development?
2. How do educational institutions perform the training functions related to human resources development and economic development?

It has been documented that a large number of Canadians do not have the basic skills of literacy and numeracy required to function effectively in a work environment where skill demands are constantly changing. Without these basic skills, the additional training required for the implementation of new technologies could be impossible. In view of this state, it could be stressed that a major upgrading of the basic skill levels of the workforce is a first step in the development of a provincial training culture.

Besides, the government should increase the number of illiterate older workers taking high school equivalent courses under section 26 of the U.I. Act through the increase in both the funding and promotion of such programmes. Such a strategy would enhance the ability of poorly educated older workers to qualify for further training, which have as prerequisites the attainment of a certain level of literacy and numeracy skills.

Furthermore, it may be suggested that a permanent federal-provincial Council of Ministers responsible for labour market issues be established to

help develop better co-ordinated training policies. This council, if formed, should involve representatives from all departments which have responsibility for labour market programmes and it should be supported by a secretariat with offices in the provinces.

While ample evidence suggests that there are jurisdictional issues involved in the area of basic skills training, it is important that different levels of government co-operate to ensure that training programmes result in higher levels of basic literacy and numeracy among the workers. This is a critical issue since literacy remains the single most important barrier to skill upgrading.

Combating illiteracy will require more funding for new programmes, such as workplace literacy, skill training courses, worker service programmes, community interpreter skills training, job effectiveness training, and occupational English, to name just a few. In view of the above situation, every Albertan with less than adequate literacy skills should have access to basic skills training. And an important initiative in this regard could be to ensure that U.I. recipients taking basic education and literacy programmes be deemed to be taking supportable training for U.I. purposes, and therefore be eligible for continued earnings replacement.

The most critical need for labour market policy in Canada and in Alberta is to build up institutions which have a high degree of flexibility in responding to local labour markets and to workers' needs. At the same time these institutions need to maintain a perspective which would ensure that all Canadians have access to high quality training programmes.

In conclusion, in order to improve the policymaking process and quality of policies, a professional development in-service training programme should be offered to all personnel involved in policy formulation , strategization and implementation in Alberta. As Dror (1968; p. 258) suggested , such training should deal with all aspects of knowledge and personality such as " intellectual capacities; explicit knowledge; tacit knowledge; patterns of behavior; orientation and propensities; and finally basic personality structures." Such an in-service training programme would help policy makers develop such things as:

a. Capacities for conceptualization, abstract thinking, and considering problems in terms of probabilities;
b. Knowledge of methods of prediction and ways of dealing with uncertainty;
c. A "feeling" for the possible;
d. A habit of listening to what others have to say;
e. An ability to tolerate ambiguity and a propensity to innovate; and
f. Creativity, a store of energy, and integrity (Dror,1968,p.258).

The government of Alberta would be enhancing the performance of policymakers by the establishment of such refresher sessions. This action, if taken, would be in tune with the prophesy that, " without changes in the qualifications and performance of the policymakers, most institutional improvements will be doomed"(Dror, 1968, p.246).

Training can solve a variety of manpower problems which militate against optimum productivity. These problems include needs to :

1. Improve the quality of work and raise morale;
2. Develop new skills, knowledge, understanding, and attitudes;
3. Use appropriately new tools, machines, processes, methods, or modifications thereof;
4. Reduce waste, accidents, turnover, lateness, absenteeism, and other overhead costs;
5. Fight obsolescence in skills, technologies, methods, products markets, capital management; and
6. Develop replacements, prepare people for advancement, improve manpower deployment, and ensure continuity of leadership (Johnson, 1976, p.22)

Training, therefore can become a functional part of any organization, and for this reason, what is required is evidence that an operational problem exists which can be solved in whole or in part through structured and controlled training activities.

Implications

Evidence shows that "advanced western economies are undergoing rapid structural changes and the combined effects of technological breakthoughs in micro-electronics and telecommunications have created an information economy in these countries. As a result, human resource investments are increasingly viewed as being critical to the whole process of economic development" (Morrison, 1989, p.4). Given this situation, it can be said that Canada is moving (or has moved) from a resource based economy

to a service based economy; because Canada is participating in this process of structural changes. Besides, the changes in the Canadian labour force which are due to the fact that Canada is part of the countries that are experiencing the structural changes, could have an important impact on the economy and education.

For instance, it is said that

> between 1966 and 1985, the labour force participation rate for women has risen from 35.4% to 54.3% . And in 1981, close to 10 million Canadians were employed (that is to say, they were earning salaries and wages) and 6.8 million of the 10 million were in services and 3.1 million were in goods producing industries. Of the former, 49% were women whiles 77% of the latter were men. These women however work mainly in the service industries and in much narrower range of low wage, low status occupations than men"(Canadian Social Trends, 1986.)

At this juncture, it can be said that the changes that are occurring in the occupational structures and the labour markets in Canada have important educational implications for educators and policy makers as well. These changes mean that learning must not stop or end after formal education is completed; rather learning is a process that must continue throughout the course of a person's lifetime. It is sad to say that the educational picture of Canadian workers does not look bright at the present time because "4.5 million Canadians or 24% of those over the age of 18 are functionally illiterate " (Southam, 1987). Besides, the literacy rate for the province of

Alberta is far from being envied; because "10% of Albertans, who are 15 years and older, have less than grade nine education" (Statistics Canada, 1988). These statements suggest that the Canadian population that is labelled illiterate, can not read, write or compute appropriately; and this problem is said to "cost the Canadian industry approximately $10.7 billion a year in lost productivity, uncertain quality control and industrial accidents" (Torjman, 1989, p.14).

Given the above bleak picture of Canadian workers, one is tempted to say that illiteracy does not only take its toll on the macroeconomic level or aspect of advanced western societies; but rather this virus (ie, illiteracy) also affects the personal lives of the victims. Evidence abounds to show that " individuals who are illiterate usually end up with low paying, unstable jobs that have few skill requirements. Furthermore, the psychological price these individuals pay is high since they function largely on the fringes of economic and social activity, thereby feeling isolated and even alienated from the mainstream of Canadian life" (Torjman, 1989, p.14).

It has also been suggested that "by the year 2000, one third of the Canadian labour force will be 45 years or older; and the reasons for this aging labour force is said to be that on one hand, there are more individuals who are working beyond the traditional retirement age of 65 years. And on the other hand, there are many Canadians who are taking early retirement; some of this early retirees are said to have done so on their own volition; whiles others are said to have decided to begin second careers, either to set up business or to pursue educational interests " (Morrison, 1989, p.5).

Irrespective of the reasons for early retirement, Canada could be faced with a problem of older people who would be seeking work and educational opportunities. This situation could be the result of a combination of factors; some of which are "the projected slowdown in the rate of growth in the labour force, job creation or elimination which will be induced by technological change, the bleak or grim literacy picture of a segment of the Canadian adult population, an intense international competition in the labour market, and the like "(Morrison, 1989, p.5).

In order to meet these challenges that are emanating as a result of the structural changes that have been identified above, Canada should be involved in improving the training and adaptability of its labour force by focussing on education as an economic instrument which would eventually increase its labour market flexibility. This seems to be the advice given to member countries of Organization for Economic Cooperation and Development (OECP) in the recent past that "the future of the educational system is to enable it enter into a new relationship with society and the economy" (Kogan, 1979, p.20).

In conclusion, it can be said that the changes in economic restructuring that are occurring currently in advanced western societies, particularly in Canada, coupled with the seemingly high rate of illiteracy, and the aging labour force, could inadvertently have direct impact on the world of work and also on education. In view of this situation, educational policy makers and representatives from business, labour, and various government agencies should be cognizant of the fact that the educationally disadvantaged groups in the advanced capitalist societies require improved access to

appropriate learning oppoartunities if they are to contribute fully to the economic development of these societies. Besides, government agencies and educational policy makers should initiate a process that would shape the future of education in societies such as Canada. Such a process should ensure "the improvement of access to learning opportunities for all especially the disadvantaged in the society, the cultivation of a positive environment for learning and the changing of dysfunctional societal attitudes" (Gwilliam, 1989, p.11). It is through this mechanism that adult education would be able to play a critical role in achieving the needed socio-educational transformation in a world that is characterized by capitalistic traits.

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APPENDICES

Appendix 1

Dept. of Adult, Career and Technology Education
633 Education South
University of Alberta
Edmonton. T6G -2G5
5th June, 1990

ATTENTION:
Alberta Vocational Centre
Edmonton

Dear

RE: INTERVIEW AS DATA SOURCE FOR A MASTER OF EDUCATION THESIS ON SKILLS UPGRADING POLICY DEVELOPMENT IN ALBERTA

Please be informed that I am currently enrolled in the Department of Adult, Career and Technology Education at the University of Alberta and undertaking a research into the nature of skills upgrading policy development in Alberta as a partial fulfillment of my Master of Education degree requirement.

The main purpose of my thesis is : to analyze the nature of changes that have occurred in policy development as it relates to skills upgrading programmes and the factors which influenced policy development in the province of Alberta from 1985 to 1990.

For this reason, the data for my study will be drawn mainly from two sources- primary documents and personal interviews. In the interview, I would like to explore the following aspects of skills upgrading policy development:

1. Parameters-
   - A. Who the chief actors were/are in perceiving the need for revisions/changes to skills upgrading policies
   - b. What changes were anticipated to occur in the Albertan economy from 1985 to 1990
   - c. What the anticipated skills needs of Alberta for the period under investigation were

2. What factors influenced the development of the skills upgrading policy

3. What was the perceived ramification of the anticipated changes in the economy as it relates to skill training and job creation policies in Alberta

In view of the above, I would like to interview you as one of the chief actors for the purpose of obtaining data for my study.

Thanks in anticipation for your valuable co-operation.

Yours faithfully,

Prosper Godonoo

Appendix 2

Dear

INFORMED CONSENT

Your consent is being sought for the purpose of conducting an interview with you as part of obtaining data for the study which is entitled: SKILLS UPGRADING POLICY DEVELOPMENT IN ALBERTA

Please be advised that participants in this study will be interviewed in accordance with the University of Alberta's Policy on Ethics in Human Research which states in part that:

1. Potential participants are under no obligation to be interviewed and their consent must be voluntary
2. Potential participants must be guaranteed anonymity and their responses treated with confidentiality
3. Potential participants must be consulted on his/her preferences regarding the method of recording the interview (i.e. tape recorder, notes only etc)
4. Potential participants must be fully informed about the nature of the study.

If you agree to an interview under the above stated conditions, please append your signature below.

Thanks for your co-operation.

Yours sincerely,

Prosper Godonoo

Participant's signature

Appendix 3

INTERVIEW QUESTIONS

1. Are you aware of or familiar with the Govt. of Alberta's White Paper on Industrial and Science Strategy Proposals for Albertans for the period of 1985 to 1990?

b. If so, what procedure or process did the government use to develop this policy document?

c. What steps has your department taken to meet the policy changes that have been addressed in the above document?

d. If you are not aware of the above document, then how do you go about perceiving needed changes in the economic environment as they relate policies on skill training and job creation?

2. What changes have been anticipated to occur in the Albertan economy from 1985 to 1990 by your department?

b. What were the anticipated skills needs of Alberta between 1985 to 1990 by your department?

3. Who were/are the chief actors in perceiving the needed policy changes?

b. What procedure(s) is/are used in setting the policy development process in motion?

c. Whom did you advise?

d. Who counselled you?

4. What was your role in the policy development process?

5. Were there some events that triggered the policy development? If so, what were they?

6. What is the ramification of the anticipated changes in the Albertan economy as they relate to skill training and job creation policies?

7. How often do you under-take policy revision/changes as they relate to skill training and job creation?

8. What factors/events serve as pointers in assisting you under-take policy revision/changes as they relate skill upgrading ?

9. What types/kinds of programmes do you offer/recommend in terms of skill needs
to Albertans?

b. How do you ensure the delivery of your recommended programmes to Albertans?

10. Do you co-ordinate programme delivery activities with various firms, businesses and educational institutions such as A.V.C.s, Nait, Sait?

b. If so, at what point do you involve personnel from (a) firms, (b) businesses, (c)A.V.C.s, (d) Nait, (e) Sait in the policy development process?

11.To what extent is there a relation between federal policies regarding skill training and job creation and your policies in this area?

b. Which federal departments influence policy changes as they relate skill training and job creation in Alberta?

Appendix 4

Dept. of Adult, Career and Technology Education
633 Education South
University of Alberta
Edmonton. T6G- 2G5
16th May, 1990.

Dr Bev MacKeen
Career Development and Employment
Edmonton. Alberta.

Dear Dr MacKeen,

PERMISSION TO USE INTERNAL DEPARTMENTAL DOCUMENTS

Please be informed that I am currently under-taking a research into the nature of skills upgrading policy development in Alberta as a partial fulfillment of my Master of Education degree requirement.

In view of the fact that your department, Career Development and Employment, plays a significant role in developing Alberta's human resources, I would be very grateful if you could grant me permission to use some of your internal departmental documents, which are pertinent to the topic under investigation for my study.

Thanks in anticipation of your valuable assistance in this regard.

Yours sincerely,

Prosper Godonoo.

Alberta
CAREER DEVELOPMENT
AND EMPLOYMENT

CityCentre, 10155 - 102 Street, Edmonton, Alberta, Canada T5J 4L5

August 27, 1990

Mr. Prosper Godonoo
Department of Adult, Career and
Technology Education
633 Education South
University of Alberta
Edmonton, AB
T6G 2G5

Dear Mr. Godonoo:

This letter is to confirm that you can use the documents that I gave you as you complete the required research for your Master of Education degree. As well, I have enclosed two additional documents: the published version of "The Alberta Workforce to the Year 2000" and "The Training and Certification of Alberta's Skilled Work Force".

I hope this is helpful. If there is anything else I can do, please let me know.

Sincerely,

Bev MacKeen

BM/sas

Enclosures

c.c. Jim Corneil, Executive Director
Labour Market Research Division